

Phone: 27 3961

Grams: 'ADMINIST'

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
Indraprastha Estate,
Ring Road,
NEW DELHI - 1.

Dated the 11th October, 1972.

PROGRAMME
OF
SIXTEENTH ANNUAL CONFERENCE OF MEMBERS OF IIPA

Subject: "ADMINISTRATIVE ASPECTS OF AN APPROACH
TO THE FIFTH FIVE-YEAR PLAN"

Date: Sunday, October 29, 1972.

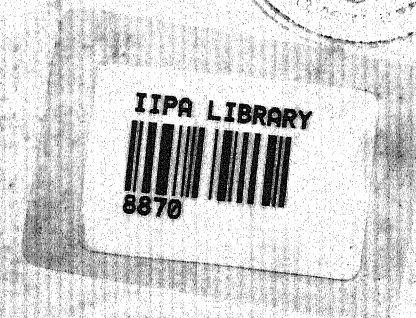
Place: IIPA Auditorium.

Time: Morning Session: 10 a.m. --- 1.00 p.m.

(The Conference may be extended in the
afternoon also from 3 p.m. to 5 p.m.)

Chairman: Shri Asoka Mehta

- Agenda:
- (1) Welcome Speech by Director.
 - (2) Opening address by Chairman.
 - (3) Discussion on the papers -
Dr. S.R. Maheshwari to initiate.
 - (4) Summing up by the Chairman.
 - (5) Vote of thanks -



G. NATH
Director

62/1111
THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI

MEMBERS' SIXTEENTH ANNUAL CONFERENCE
(October 29, 1972)

DISCUSSION PAPER

ON

ADMINISTRATIVE ASPECT

OF

AN APPROACH

TO

THE FIFTH FIVE YEAR PLAN

By

Dr. SHRIRAM MAHESHWARI
Reader in Public Administration
Indian Institute of Public Administration
N E W D E L H I

ADMINISTRATIVE ASPECTS OF AN APPROACH
TO THE FIFTH FIVE YEAR PLAN

The Document and Public Administration:

The word 'administration', in the sense of its various derivatives¹ such as 'administrative', 'administratively', etc. has figured five times in the document 'Towards An Approach to the Fifth Plan'. In addition, there is one reference to

1. These are:

- (i) The essential ingredient of this line of attack would have to be provision of employment opportunities on as large and wide a scale as necessary and to make this effort technically and administratively feasible (para 7) (*italics supplied*).
- (ii) While the goal of the garibi hatao programme will have to be the provision of a guarantee of minimum level of income from work, the working hypothesis for the Fifth Plan, however, would be to explore to what extent employment can be expanded by stretching administrative, institutional and financial efforts to the maximum (para 12) (*italics supplied*).
- (iii) The extent to which the present institutional, administrative, technical and financial constraints on the expansion of productive employment can be removed. (para 12 (iii) (*italics supplied*)).
- (iv) Furthermore, it will also, be necessary to work out (i) the order of financial outlays required to fulfil the above commitments, (ii) the financial mechanism to ensure that these outlays constitute a prior charge on national resources and (iii) the administrative innovations that would ensure efficient implementation of the programme. (para 17) (*italics supplied*).
- (v) For the success of this programme, financial and administrative decentralisation will be necessary which will ensure public cooperation as well (para 28) (*italics supplied*).
- (vi) Secondly, there will have to be considerable decentralization of planning, decision-making and implementation (para 29) (*italics supplied*).

T000 X 54
In 2 d / 16

'considerable decentralization of planning, decision-making and implementation', which may also be construed to be its yet another use. Taken all together, the term 'administration' has been mentioned barely six times in a document which consists of about 5, 500 words. What is even more significant, the document does not contain even a solitary sentence which exclusively focuses on or relates to public administration. At the moment, the Planning Commission's only emphasis appears to be - 'Towards an Approach to the Fifth Plan' is absolutely silent on it -- its rather spirited plea for the setting up of planning boards in the states and the strengthening of the latter's planning mechanism.

This is revealing. In the first place, public administration appears to be simply taken for granted while formulating the plan; it is assumed that the various objectives visualized in the plan are capable of being accomplished by the existing machinery of public administration. It also overlooks - or, at any rate, does not recognize - that public administration itself might be a limiting factor in development and could be one of the scarcest resources of the developing societies.²

2. As early as 1950 the United Nations Secretary General emphasized: "Any systematic effort towards economic development must be preceded by, or coupled with, efforts to make more effective the functioning of governmental machinery" (Official Records of the Economic and Social Council Eleventh Session, Annexes, Agenda item 10, Document E/1708, p.3). In 1951 a team of experts associated with the United Nations' Economic and Social Council came to the view the "economic progress depends to a large extent upon the adoption by governments of

Inadequacy of the administrative input in the plan could perhaps be explained, to a degree, by the background of the top planners and the highly selective consultation which Yojna Bhavan engages in with outside expertise. The Planning Commission is an experts' body, but it includes within its own fold but one kind of expertise - that in economics. While it is unquestionably true that the economic component of our plan should necessarily be very large, the plan is evidently much more inclusive in its range and character. There are, in addition, distinct administrative, political and sociological dimensions of the plan also, to mention only a few. The Planning Commission should have, therefore, consciously set out to seek the contribution which these disciplines too are capable of making. None of them has ever found any representation in the Planning Commission. While there has been a panel of economists to advise the Commission on economic aspects of the plan, there is none seeking the counsel of political scientists (including students of public administration), sociologists, etc.

appropriate administrative and legislative action" (United Nations Technical Assistance Programme: A Handbook of Public Administration, 1961, p.109). More forthright and truly significant is the observation made by a developing country itself. The Planning Board of Pakistan pointed out: "It is the considered judgement of the Planning Board, based on the experience of other countries and our own, that the shortcomings of public administration which include technical organizations will be a greater impediment to the fulfilment of plans than the availability of financial resources. Even the scarcity of foreign exchange need not be such a severe limiting factor as the inadequacies of administration" (Draft Five Year Plan: Planning for Prosperity, Planning Board, Government of Pakistan, 1956, pp. 7-8).

Not unnaturally, this imparts an impression that there is an absence of awareness in the Yojna Bhawan of the possible contribution which these disciplines may make and of its own internal inadequacy in regard to the knowledge in these social sciences in general and public administration in particular. There are, to be sure, professional administrators on the staff of the Planning Commission. But they, as a rule, do not -- nor are they expected to -- advise on the administrative input of the plan.

Importance of Public Administration:

Nevertheless, the inescapable truth is that no political executive may expect to accomplish more than its public administration permits it to do: it is too much on its part to move much beyond its public administration. Such a realisation does not seem to be entirely non-existent in the government. The prime minister, while chiding her partymen for vying with one another in what came to be known as 'competitive radicalism, queried: "Where is the organizational structure and administrative set-up to implement a more radical policy"?³ It is too early to discover if this would become an enduring consideration in determining the scale, variety and pace of our future planning effort, and at the same time compelling us to initiate timely measures calculated to raise and diversify administrative leadership and capability.

3. Quoted in The Statesman.

It is not that the crucial role of public administration in the translation of plans into action is not visualized. The First Five Year Plan, for instance, did admit; "In all directions, the pace of development will depend largely upon the quality of public administration, the efficiency with which it works, and the cooperation which it evokes".⁴ But such a realization apparently happens to dawn after the whole exercise has been finalized or is even independent of it: public administration for all practical purposes is largely taken for granted during the conception and formulation stages of the plan. Only when the whole drill has been nearly completed does public administration ostensibly emerge to engage the attention of the planners in the Yojna Bhawan. Each Five Year Plan no doubt contains a chapter devoted to administration, but it seems to be appended in the -- without much follow-up programme.

The present discussion, of course, does not imply or suggest that public administration is static -- unchanging and unchangeable. Far from it. Nevertheless, well-designed programmes for administrative sufficiency may have to be swung into action, and a certain minimum period must be allowed before fruits are to ripen.

Objectives of the Plan:

It hardly needs to be stressed that administration cannot be considered in isolation from the proximate objectives, policies and programmes which are sought to be promoted and

4. The First Five Year Plan, New Delhi, Planning Commission, Government of India, 1952, p.111.

implemented. The form of administration, its spirit as well as style need to be shaped in the light of these objectives. What are the objectives of the Fifth Five Year Plan? 'Towards an Approach to the Fifth Plan' enumerates the following as its principal objectives:

1. Rapid Economic Growth enlivened with social justice:

"Economic development in the last two decades has resulted in an all-round increase in per capita income and the proportion of the poor, defined as those living below a basic minimum standard of consumption, has slightly come down. Yet the absolute number of people below the poverty line today is just as large as it was two decades ago. And these people living in object poverty constitute between two-fifths and one-half of all Indian citizens. Available projections suggest that if one were to rely on growth alone without directly tackling the problems of unemployment and income distribution, it may take another 30 to 50 years for the poorer sections of the people to reach the minimum consumption levels. It will neither be feasible nor desirable to contemplate a waiting period of anywhere near such a duration".⁵

2. Reduction of poverty:

"There would seem to be a very conspicuous element of historical inevitability in a direct approach to reducing poverty becoming the main thrust of the Fifth Five Year Plan.

5. Towards an Approach to the Fifth Plan, New Delhi, Planning Commission, Government of India, 1972, para 3.

The Plan is being formulated by a Government that has won a massive mandate from the people, both in the parliamentary elections of 1971 and the State elections of 1972, on the basis of a programme whose centre piece is 'Garibi Hatao'. The homogeneity of the Governments in the Centre and most of the States during the formulation and early years of the Fifth Plan is guaranteed. This should enable bold and imaginative proposals being put through on the basis of an enlightened national consensus".⁶

3. As main causes of poverty are open unemployment, under-employment and low resources base in agriculture and service sectors, a direct attack on problems of unemployment under-employment and massive low-end poverty is urgent. "The essential ingredient of this line of attack would have to be provision of employment opportunities on as large and wide a scale as necessary and to make this effort technically and administratively feasible".⁷

4. No less necessary is price stability in items of essential consumption. Ensuring stable prices "is one of the dominant objectives of the fifth plan"⁸ "While the goal of the 'garibi hatao' programme will have to be provision of a guarantee of minimum level of income frame work, the working hypothesis for the fifth plan, however, should be to explore to what extent employment can be expanded by stretching administrative, institutional and financial efforts to the maximum".⁹

6. Ibid., para 5.
7. Ibid., para 7.
8. Ibid., para 8.
9. Ibid., para 12.

5. Reduction of disparities in income and wealth and prevention of concentration of economic power.

6. Creation of values and attitudes of a free and equal society.

Limitation of Public Administration:

The objectives visualized in the document -- only the principal ones have been enumerated above -- call for total national effort in which all sectors of the society and all the levels of government have necessarily to participate. Public administration awaits its tasks within this larger national network of cooperation and action: administrative input is necessarily to be blended with inputs of other sorts to ensure the desired output.

At the same time it must be borne in mind that in fulfilling some of the above objectives, public administration may have largely a passive role to play. The objective of creating values and attitudes of a free and equal society enumerated in the plan may be cited to illustrate this point. Public Administration as an instrument of government and for the fulfilment of the objectives of the constitution (as well as of the plan) must, indeed, foster egalitarianism through administrative policy and action but its impact will necessarily be feeble: it can at best prevent counter-forces through impartial administrative measures and the dispensing of even-handed justice. But the building up of a free and equal society is a positive process which depends more upon extra-governmental

organizations like the national parliament, the political parties, the press, the academic institutions, the voluntary organizations, the myriad professional and interest groups. The contribution of public administration in this direction cannot be more than peripheral.¹⁰

As the present document singularly lacks any meaningful mention, much less discussion, of public administration, a study of what the previous five year plan documents have said on public administration may be helpful in appreciating the administrative aspects of the approach to the fifth five year plan.

First Five Year Plan (1951-56):

The First Five Year Plan recognized the key role of the machinery of public administration in the country's march towards progress. "In all directions, the pace of development will depend largely upon the quality of public administration, the efficiency with which it works, and the cooperation which it evokes. The tasks facing the administration are larger in magnitude and more complex, but also richer in meaning than in earlier days".¹¹ While challenges facing the machinery of administration have increased in their scope as well as dimensions, a clearly perceptible decline in efficiency of administration has taken place since the second world war and particularly after 1947, the year of independence. This calls for special efforts towards improvement in the quality of administration.

-
10. Maheshwari, Shriram: 'The All India Services' in Public Administration, (London) Autumn 1971, pp.301-2.
11. The First Five Year Plan, New Delhi, Planning Commission, Government of India, 1952, p.111.

The machinery of public administration was beset with problems which may broadly fall into two groups. 'First, there are the problems bearing on the entire field of public administration, such as, for instance, the achievement of high levels integrity, efficiency and economy. To these may be added the need for structural changes to raise the level of administration in the less advanced states and to equip the government with machinery to carry out its economic functions in a manner more adequate to its present responsibilities. In a second group, we may include problems which bear upon the administration of development programmes in the district. It is in the district that the administration comes into the most intimate touch with the citizen and development programmes become vital to the people. It is, therefore, necessary to consider questions such as the improvement of the machinery of general administration, on which so much else depends, the establishment of an appropriate agency of development at the village level, the coordination of development activities undertaken on behalf of government, the state agencies, and, finally, questions such as regional coordination and supervision of district development programmes and the place of social service agencies in the reconstruction of rural life".¹²

It further observed: "The principal objectives to be achieved in public administration are integrity, efficiency, economy and public cooperation. These aims are closely inter-related and to some extent, inter-dependent. Measures designed

12. Ibid., pp. 113-4.

to secure any one of the objectives help to achieve others as well. The problem, however, has to be approached simultaneously from several directions. The end we seek is service of the community through good administration. That service, more especially in a state, which aims to become a welfare state, depends on the good-will, appreciation and cooperation of the public. Cooperation and goodwill are obtained when there is a belief in the integrity and efficiency of the administration".¹³ These are the basic needs of public administration and these depended crucially on suitable machinery and administrative leadership which could exert in favour of reform. This demanded that the cabinet secretary should become the principal official adviser to the cabinet to the prime minister and other ministers on problems of administration.

The First Five Year Plan pressed for a ceaseless battle against "every species of corruption within the administration as well as in public life generally".¹⁴ Some fields of public administration offer more scope for corruption than others. Vagueness of policies and frequent changes in them encourage corrupt practices. Organizations dealing with grant of permits and licenses have been notoriously corrupt. As delay is itself a begetter of corruption, the antidote to it may be an expeditious disposal of work in every branch of administration. The practice of employing 'contact men' needs to be firmly curbed. The Plan made the following suggestions for eradication of corruption:

13. Ibid., p. 115

14. Ibid., p. 115

1. Heads of departments should keep under constant review possibilities for corruption which current policies and procedures may provide and should maintain a watchful eye on the extent and forms of corruption which may, at any time, prevail within their organizations. If, through the procedures they lay down, they provide that individual claims or requests are dealt with to the maximum extent possible through clearly stated and well-understood rules or principles, they will be able to do much to check the growth of conditions within their organizations in which corruption becomes either an easy risk or a risk worth taking.

2. One of the most important sources of corruption is delay in the disposal of cases or applications. The delay may occur on account of excessive concentration of functions or authority, insufficient staff, poor quality or personnel, lack of clear policy or directions or other similar causes. In each organization the sources of delay should be carefully examined and the necessary action taken.

3. In positions in which there is greater scope for corruption, the choice of officials should be made with special care.

4. Laxity on the part of employees of government is often due to the fact that honesty and work are not sufficiently rewarded and inefficiency and dishonesty are not sufficiently penalized. Devising means to encourage the honest should, therefore, be a matter of special concern in every administrative organization which is exposed to any considerable risk of corruption.

It drew attention to a significant fall in efficiency sustained by the administrative machinery since independence. This in effect made a civil servant of a particular rank do the work of a lower level and, as a consequence, decisions in an organization were taken only at the highest level. 'Both in the central government and in the states, a small number of public servants carry a heavy burden of responsibility without adequate assistance. Much of their time has to be given to work which was formerly done at lower levels. Increasingly, while each agency of government is accepting new responsibilities, the stage at which effective decisions are taken within any department is being pushed upwards. This has cumulative effects inasmuch as the process affects the entire business of government and results in loss of efficiency both in the making of policy and in its execution. For the administrative machine to be equal to the problems which beset it, many changes in methods of work and organization and an outlook of innovation are called for'.¹⁵

The secretariat's habit of aggrandizement made it depart from its correct role of being a policy-making organization. The Plan suggests that the secretariat should restrict itself to policy-making and eschew interference in the work of the executive agencies. "During recent years, mainly because new responsibilities have had to be assumed or new policies evolved, secretariat departments have had to take up an increasing amount of original work. The line between the work of a secretariat

15. Ibid., p. 119.

department and an authority subordinate to it is not always easy to draw. It would be useful if the central government could undertake a systematic review of the new functions which secretariat officers have accepted during the past few years and consider whether some of them, at any rate, could not now be made over to subordinate authorities.... Where separate departments or other executive organizations exist, it is essential that the head of a department or attached or subordinate office should be able to function with reasonable freedom and initiative and, at the same time, with the knowledge that he has the ministry's confidence. The problem generally resolves itself into one of establishing a clear line of responsibility between a secretariat and a department and, secondly, to one of enabling departments to function with the maximum effectiveness".¹⁶

Coming to public personnel, the Plan foresaw a general shortage of persons (i) for doing work which may be described as economic policy and administration, (ii) for managing industries in public sector, and (iii) for work connected with development, land reform and food administration. While the first two areas of activity fall within the jurisdiction of the central government the third one is the responsibility of the states. The plan, anxious to make up this shortage, made three proposals. "In the first place, individuals with high academic qualifications or special experience in the economic field

16. Ibid., p. 119.

should be drawn into the administrative service. There should be scope for drawing persons so equipped into the administrative service at age limits somewhat above those at which initial recruitment is made through competitive examination. In this connection, a higher age limit, up to thirty years, for instance, could be considered. Officers selected in this manner should first be put through the necessary administrative training. Secondly, a proportion of the junior officers of the administrative service should be selected at an early stage in their careers and given intensive training in the economic field within the government, with suitable business houses and, if necessary, abroad. Thirdly the practice already exists and could be further developed for obtaining for responsible senior positions individuals with special experience and knowledge from other fields such as universities, banking and finance and industry. For securing personnel in the second category, proposals for constituting an industrial management cadre are at present under consideration. Similarly, the question of finding personnel for economic and statistical intelligence is under consideration and proposals are expected to be formulated in the near future. The problem of obtaining personnel in adequate numbers for responsibilities connected with development programmes, land reform and food administration in the states may also call for supplementary recruitment, depending upon the situation in individuals states. In the main, however, these responsibilities have to be undertaken by officers with experience of revenue and development work in the district".¹⁷

17. Ibid., pp. 120-21.

The Plan stressed the importance of securing economy in administration and of a sound system of financial control. The objects of financial control "are to ensure (1) that no wastage of resources occurs, (2) the public money is not misapplied, and (3) that for the money spent adequate results are obtained".¹⁸

Lastly, the Plan recommended a systematic assessment and evaluation of results and the setting up of a machinery for review for this purpose. "With every important programme provision should always be made for assessment of results".¹⁹

Second Five Year Plan: (1956-61)

The Second Five Year Plan recognized more clearly than the first one that administrative limitation was the most formidable, which the government faced in its task of social and economic development. "While the area of agreement on matters of policy is considerable, doubt exists whether in its range and quality administrative action will prove equal to the responsibilities assumed by the central and state governments..... It is likely that as the plan proceeds difficult issues will relate less to matters of policy and approach, more to question of administration and organization. Inasmuch as collection of taxes, spending money and raising small savings are but aspects of the executive functions of government finance may also be regarded as part of the more general problem of administration".²⁰ It sums: "..... In a real sense, the second five year plan resolves itself into a series of well-defined administrative tasks".²¹ These tasks it classified

18. Ibid., p. 124.

19. Ibid., p. 125.

20. Second Five Year Plan, New Delhi, Planning Commission, Government of India, 1956, p. 126.

21. Ibid., p. 126.

into the following eight-categories.

1. Ensuring integrity in administration.
2. Building up administrative and technical cadres and providing incentives and opportunities for creative service;
3. Continuously assessing requirements of personnel in relation to the tasks to be undertaken; organizing large-scale training programmes in all fields, and mobilizing the available training resources, including public and private institutions, industrial and other establishments, apprenticeship and in-service training;
4. Devising speedy, efficient and economic methods of work, providing for continuous supervision, and arranging for objective evaluation of methods and results at regular intervals;
5. Carrying technical, financial and other aids to small producers as in agriculture, national extension and community projects and village and small industries;
6. Building up organization for the efficient management of public enterprises as in industrial and commercial undertakings, transport services and river valley schemes;
7. Securing local community action and public participation so as to obtain maximum results from public expenditure, as in agriculture and in social services; and
8. Strengthening the cooperative sector of the economy through assistance in managerial and technical personnel and establishment of co-operative, financial, marketing and other institutions.

The Plan reiterated its concern at increasing corruption in public administration. It observed: "An alert public opinion can do much to remove an evil whose continued existence is likely to do serious injury to democratic planning. To develop the right climate of public opinion it is necessary that the methods adopted by corrupt persons should be fully exposed, publicity should be given to the rights and duties of citizens and instances in which corrupt men are brought to book should be made widely known".²²

The Plan regarded competent administrative and technical personnel as essential for the successful execution of programmes. To meet this need, it advised the states-which bear the brunt of responsibility in the implementation of plans - to strengthen their cadres of personnel, to give more attention to the training of officers, and to provide suitable assistance to the overburdened district collector. Besides, it recommended extension and wider use of institutions like the all-India services. "One important lesson of the first plan, however, has been that in several fields the average state is not able to recruit personnel of high quality, organize adequate training and provide reserves of personnel to cope with continuously expanding needs. It will be an advantage, therefore, if recruitment to state cadres is supplemented in different fields by arrangements such as all-India services, joint development cadres or other co-operative arrangements between the centre and participating states as envisaged in the first five year plan, and cadres or other

22. Ibid., p. 129.

cooperative arrangements organized on a regional basis to serve the needs of groups of states. It is recommended that detailed proposals should be worked out on this subject".²³

The secretariat has been expanding itself incessantly, keeping the executive agencies unusually weak and dependent and interfering in the day-to-day functioning of the latter. It persists in its ancient policy of expansion, aggrandizement and interference. The second Five Year Plan observed: "A somewhat similar problem also arises in the relations between secretariat departments and departments or authorities outside the secretariat. In the first five year plan it was emphasized that heads of executive organizations, such as departments or attached or subordinate offices, should be enabled to function with reasonable freedom and initiative and, at the same time, with the knowledge that they have the confidence of the ministries under which they are placed. Departments tend to lose their drive and enterprise when they are subjected to detailed control, exercised at a number of levels within a secretariat or a ministry. Some improvement has occurred in this respect and executive departments are being encouraged to assume greater responsibility, but continuing emphasis on the need for the fullest initiative on the part of departments is necessary. It was also suggested in the first five year plan that central ministries and state governments should undertake systematic review of the new functions which they had assumed during recent years and consider whether some of

23. Ibid., pp. 131-32.

them, at any rate, could not be made over to separate subordinate authorities. Such a review is now essential in relation to the tasks which have to be carried out during the second Five Year Plan by central ministries and by state governments. In general, it is desirable that the area of policy, in which a ministry or a secretariat has a special interest, should be distinguished as clearly and systematically as possible, and to the maximum extent, executive functions should be entrusted to separate units which are in a position to operate with minimum reference to the secretariat".²⁴

The Plan noticed a concentration of decision-making at the highest ranks in an organization. "The correction of this tendency is in part a question of organization and methods; in part, however, it involves a consideration of how best to utilize the available personnel resources and to encourage men to assume responsibility".²⁵

Some other recommendations made in the Plan sought to enlist popular cooperation in schemes of planning and to meet the administrative requirements of public undertakings.

Third Five Year Plan (1961-66)

The Third Five Year Plan hardly broke any new ground in public administration. The problems identified for attack in the first and second plans were not only in existence even now but had, indeed, become aggravated. What was the point, it might have argued, in making fresh proposals when issues

24. Ibid., pp. 134-5.

25. Ibid., p. 134.

and problems highlighted in 1951 looked more menacing fifteen years later? It, therefore, chose mainly to concentrate on problems already mentioned in the earlier Plans. In the case of public undertakings, however, new area was covered.

Integrity, efficiency and expedition in implementation are considered to be the primary aim of public administration during the period of the third plan. Quest for efficiency is a continuous one. Technique of work study, office management etc. should be utilized to promote efficiency in administration. Expedition and efficiency are, to a degree, inter-linked but the former 'presents perhaps the more difficult issue in organization, especially where the structure becomes large and complex and responsibility is widely shared'.²⁶ Suitable changes in organization and method of work are apt to reduce delay but these changes need to be supplemented by proper supervision, reporting and evaluation as well as by training of personnel. "Nevertheless, without a concerted attempt to make the administration much more action-oriented than at present these measures may not yield enough results".²⁷

The Third Five Year Plan also noticed the secretariat poaching on the work of the executive agencies. It observed: "..... central ministries and perhaps secretariat departments in the states have tended to assume responsibility for an increasing amount of original work. This has reduced the

26. Third Five Year Plan, New Delhi, Planning Commission, Government of India, New Delhi.

27. Ibid., p. 278.

initiative of the executive departments and their ability to function on their own. The main preoccupation of ministries, and secretariat departments should be with matters of policy, general supervision and enforcement of standards, and executive tasks should be left to be carried out by departments and authorities specially designated for the purpose".²⁸

The Plan urged on fixation of specific responsibility of organizations as well as of individuals within them. An officer should be replaced if he fails to exercise his responsibility. Success or failure should be judged by result or achievement. "This is possible only if in the planning stage care is taken to specify the tasks to be undertaken, the means to be employed, the obligations of the various agencies or individuals concerned, and the time sequence in which different operations must flow and dovetail into one another. These conditions apply to several branches of administration and, more especially, to large projects".²⁹ The Plan laid stress on training of personnel with a view to making public functionaries fit for new responsibilities. Equally was it insistent on keeping officers on their posts for a sufficiently long time to enable them to show results. "Work in projects as well as in important programmes has frequently suffered because of rapid transfers of officials. For tasks of any importance, it is essential that the responsible officials should not only be selected with care and suitably trained,

28. Ibid., p. 278-9.

29. Ibid., p. 279.

but should also remain long enough to grow to the full measure of their responsibility. In any major key assignment a period less than five to ten years is rarely sufficient for producing large results. Frequently, in service transfers the factors which are taken into consideration are not of the first importance from the stand-point of public interest or the success of the undertaking. Transfers may sometimes injure both continuity of operations and the morale of organizations whose work at the present stage of development is nearly always of a difficult and pioneering character. There should be no hesitation in assuring the reasonable expectations of promotion to persons who are required to continue on the jobs held by them in pursuance of public policy".³⁰ In short, the Plan longed to see the machinery of administration becoming achievement-oriented in its outlook, approach as well as functioning.

The Plan attached much importance to the need for economy in construction work, for costs on construction accounted for a substantial proportion of the total expenditure incurred on a scheme or project. With this in mind, it made the following recommendations:

1. Before a project is undertaken, there should be adequate planning of all aspects of the project, specially investigations, including those concerning materials for construction, and a detailed project report giving layout of works, details of equipment, phasing of component units of the project, cost estimates, financial returns, etc.

30. Ibid., pp. 283-84

2. Simultaneous steps should be taken to arrange for essential preliminaries of construction, namely, land acquisition, housing, communications, recruitment of staff and laying down procedures for procurement of plant, equipment and stores. Materials budgeting should be undertaken in detail.

3. Adequate workshop facilities should be provided for installing machinery and for repairs and overhaul during construction. The workshop should provide training facilities for mechanical, electrical and other personnel required for operating construction machinery.

4. In planning for mechanized construction, the need for large-scale employment being an essential objective of the plan, a careful balance must be struck between use of manual labour and machinery; the use of machinery should be restricted to only those works which, if done by manual labour, would be unduly delayed or would become much more expensive, or which are impossible of execution through manual labour.

5. A careful assessment should be made of the spare parts required for construction machinery and other stores, and provision should be made accordingly so that, on the one hand, the work is not held up for want of essential stores and spares being available when required and, on the other, there is no unnecessary accumulation of inventories.

6. A central design organization should be set up for the project if it is of sufficient magnitude or for a group of projects of smaller magnitude, which will prepare detailed designs, field plans, specifications of machinery and of civil works, including specifications of materials of construction. This organization should also prepare designs for buildings and lay down norms regarding space utilization.

7. Buildings should be planned and designed on the basis of functional needs. Cost of reduction can be further secured consistently with these needs by putting up temporary or semi-permanent construction to the extent possible. With optimum space utilization, standardization, suitable type designs, prefabrication, adoption of improved techniques and control or elimination of items which are not essential for the functional needs of the building, considerable economies can be effected.

8. Choice of construction agency, system of contract and contract procedures are the most important factors, besides planning and design, which determine the ultimate cost of the project. The agency of construction can be departmental, or through contractors or voluntary organizations and labour co-operatives. In the case of non-developmental agencies, the work can be awarded on a codal contract or a work order system. A judicious choice between the agency of construction and the system of contract will bring about appreciable cost reduction. Departmental construction and construction through voluntary construction agencies and labour cooperatives will avoid unnecessary dependence on contractor and also divert the profits from the individual to the community. Voluntary organizations and labour cooperatives should be encouraged and work awarded to them on the work order system as far as possible.

9. Promptness in payment of running as well as final bills is one of the most important factors in cutting down costs. Monthly on-account payments should be normal feature. Claims for extra items, unless approved in advance, should be rejected.

10. Training of personnel for purposes of improving skills and productivity should be an integral part of the construction organization.

11. In the interest of continuity and building up an expertise, transfers of essential technical personnel from construction should be avoided even though such action may militate against departmental rules or conventions, and the interests of such personnel safeguard within the construction organization.

12. A 'cost reduction unit' should be established in each major construction project as a part of the construction organization under the exclusive control of the chief engineer of the project. Its functions will be to carry out work studies, continuously analyse factors affecting costs, recommend suitable adjustments from time to time in materials, techniques, procedures and organization, evaluate the results of such adjustments and keep a watch on progress in achieving economies in construction costs.

13. A pool of technical advisers for each type of undertaking should be maintained at the centre who, with the background of their experience and knowledge and the further pool of knowledge made available to them by the design and construction organizations and the cost reduction units, will advise on the technical, economic and administration aspects of the project and also serve as a clearing house of information. Expenditure on this pool should come out of the savings in cost secured through its advice.

14. For each major project, a comprehensive completion report should be prepared giving the entire history of the project, including mistakes which occurred and risks taken, remedial measures adopted and lessons drawn, so that this report may serve as a reference book and guide to engineers charged with the execution of similar projects in the future. The preparation of the completion report should be begun while the works are in progress and events fresh in memory, and the report completed simultaneously with or soon after the completion of the project. Technical bulletins dealing with various aspects of design and construction should also be prepared at the same time.

The plan visualized the machinery of public administration facing growing challenges in the coming years. These could only be met by a continuous search for efficient methods of work, new approach and orientation. It observed: "The past decade has been a period of considerable change and adaptation in the field of administration. Innovations have been introduced and new institutions established, although perhaps many of them have yet to be fully integrated with one another and with the structure as a whole. With increase in the range of government's responsibilities and in the tempo of development, the volume and complexity of administrative work have also grown. The administrative machinery has been strained, and at many points in the structure, the available personnel are not adequate in quality and numbers. The administrative burden of carrying out plans of development, large as it is at present, will increase manifold under the third five year plan, and

doubtless new problems in public relations will also come up. In the recent past, certain aspects of administration have attracted pointed attention. These include the slow pace of execution in many fields, problems involved in the planning, construction and operation of large projects, especially increase in costs and non-adherence to time schedule, difficulties in training men on a large enough scale and securing personnel with the requisite calibre and experience, achieving coordination in detail in related sectors of the economy and, above all, enlisting widespread support and cooperation from the community as a whole. In the larger setting of the third plan, these problems are accentuated and gain greater urgency. It is widely realized that the benefits that may accrue from the third plan will depend, in particular in its early stages, upon the manner in which these problems are resolved. As large burdens are thrown on the administrative structure, it grows in size; as its size increases, it becomes slower in its functioning. Delays occur and affect operations at every stage and the expected outputs are further deferred. New tasks become difficult to accomplish if the management of those in hand is open to just criticism. In these circumstances, there is need for far-reaching changes in procedures and approach and for re-examination of prevalent methods and attitudes".³¹

Fourth Five Year Plan:

Of all the plan documents the fourth five year plan (1969-74)³² has made only the briefest mention of administration

31. Ibid., p. 277.

32. Although, planning is a continuous exercise, it remained suspended during the intervening period 1966-9.

a document of the size of 442 pages devotes slightly more than a page to the discussion of public administration. It makes three observations. The public undertakings should be endowed with 'sufficient freedom in day-to-day operations so that the managements can run the organizations, both industrial and others, in accordance with commercial principles'.³³ It emphasized need for inter service training of public personnel in the centre as well as in the states 'to impart necessary skills, develop right attitudes, increase decision-making abilities and stimulate critical and innovative thinking'.³⁴ Its most noteworthy recommendation related to the specialists' role in public administration. It observed: "Attention may be called to two broad aspects of special importance to planning. The first is the need to incorporate in our administration, including that of the public sector undertakings, the technician, the specialist and the expert in an appropriate manner. The structure of the older organisation and its line of command were inevitably constructed round the generalist administrator. This has to undergo modification in that the specialist, the technician and the expert have to be enabled to make their contribution in a responsible manner at all levels of administration. The other aspect is that of including in the expert or the technicians a proper appreciation of the administrative and economic aspects of the problems that he handles. Unless the expert or the technician begins to work

33. Fourth Five Year Plan, New Delhi, Planning Commission, year not given, p. 112.

34. Ibid., pp.112.

at problems of Plan formulation and implementation, not chiefly from the point of view of feasibility of technical performance or optimum technological requirements but from the point of view of what could be the best arrangements under given administrative and economic constraints, his contribution to planning would not be very effective. It is possible that putting the technician or the expert in more responsible administrative positions might itself help in making progress towards the latter objective",³⁵

Party Manifestos and Administrative Pledges:

It needs to be stressed that on a fairly large range of issues and problems of public administration highlighted in the successive five year plans, there is the support, as far as it can be gleaned from their manifestos and formal resolutions, of the major political parties of the country. For instance, most parties are unanimous.

- (i) Public administration is inefficient, wasteful and insensitive to citizens' convenience. It needs to be changed.
- (ii) Corruption in Public Administration has acquired menacing proportions and needs to be combated.
- (iii) Institutions of Lokpal and Lokayuktas should be set up without delay at the Centre and in the States.
- (iv) Decentralization of political power is urgent.
- (v) Local Government institutions need to be strengthened.
- (vi) Judiciary should be separated from the executive.
- (vii) Justice should become cheap and speedy.

35. Ibid., pp. 111-12.

This reinforcement is a very hopeful sign, for it establishes both governmental and political identity in what needs to be accomplished in the field of public administration.

Largely Unredeemed Administrative Agenda:

Yet, the administrative pledges made in the five year plans have remained largely unredeemed. In the first place, the administrative problems and issues are themselves sometimes put forward in less than very clear terms, which fail to provide detailed meaningful guidance in the matter of giving them practical shape. Even more important than this, no five year plan has taken pains to formulate what could be considered to be a fully operational and realistic programme in terms of its span of five years. More often than not, its administrative utterances have been too general, too none-too-well defined, too platitudinous. Finally, an absence of sustained, vigorous, quick follow-up tends to give the whole thing, at least in the eyes of those on the wrong line, a nearly fictitious appearance of genuineness and resolution.

These shortcomings and pitfalls must be stoutly and resolutely guarded against in future. Otherwise, history is likely to repeat itself -- which the expectant nation may not be able to swallow this time.

Framework of Administrative Analysis and Renewal:

- (1) The challenging tasks of the fifth plan make exacting demands on public administration, much more on the country's polity. Although the present paper is focused on the

administrative aspects of the plan, mention here must be made of the dependence, in multiple ways and in varying intensities, of public administration on the larger system of polity. The political leadership must set an example to others by its devotion to public interest, integrity, hard work, sincerity of purpose, austerity and firmness. It must spell out clearly that it would see being accomplished, and in this articulation there must not be allowed any room for ambiguity or ambivalence. One may also suggest a suitable strengthening, both qualitative and quantitative, of the political wing of the government. Each ministry should have, in addition to the minister, a few junior ministers, depending upon the nature, variety and volume of work. The political leadership should, with crusader's zeal, address itself to the task of laying down, in full consultation with the civil service, clearly defined policies, preparing time-bound programmes compatible with these policies, and over-seeing their implementation in accordance with the time-schedule.³⁶ The point regarding need for utmost clarity in the enunciation of policies cannot be over-emphasized. It is fairly well-known by now that not much headway could be made in implementing the much-talked-about land reforms in the country, the failure for this lying not as much in administrative ineptitude as in political indecisiveness, irresolution or -- which is even more probable disbelief in the professed programmes themselves. At the same time, public administration

36. Vide Maheshwari, Shriram: 'The Indian Bureaucracy: Its Profile, Malady and Cure', in The Indian Journal of Political Science, July-September 1970, pp.230-2.

can be expected to remain efficient and sensitive to popular aspirations only when it remains under constant political surveillance, control and guidance.

(2) It may also be considered by the conference whether the ruling party should be clothed with the right to select, so far as the top-level policy-making positions in governmental departments and undertakings are concerned, such personnel as are 'committed' to party ideology, regardless of whether they are drawn from within the permanent bureaucracy or without. Quite obviously, this group of persons will necessarily have to leave when the party is voted out of power - or even earlier if the political executive so insists. In other words, should the country adopt, after the American pattern, the category of something like 'Schedule C expected appointments' and authorize the party in power to choose occupants of policy-determining positions which are normally held by the members of permanent civil service? Or, should we equip a minister with a personal cabinet - an institution which obtains in France?

(3) Direction in the reform of public administration is suggested by the words 'administrative innovations', 'administrative decentralization', and, 'decentralization of planning, decision-making and implementation' occurring in the document. These, in their turn, feed on one another: indeed, the climate for administrative innovation is fostered, among others, by decentralization and its half-sisters -- delegation, devolution and deconcentration. The advantages flowing from these are too well-known to need reaffirmation in this paper,

reforms are swiftly carried out. The well-known tenure-system which operates rather erratically at present needs to be enforced more systematically. Not only should a civil servant coming to the central government on a tenure revert to the state of his posting after completion of his spell of duty, the tenure system should also be applied in an orderly way within a state itself, ensuring regular exchange of personnel between the field and the headquarters. Meaningful training programmes should be organized for state level personnel in various areas to improve their functional proficiency. What may be the measures - immediate as well as long term - for reinforcing the state-level administrative capabilities ?

-
- vii) The Administrative Reforms Committee, Kerala, 1958
(Chairman: E.M.S. Nambudripad)
 - viii) Administrative Reforms Committee, Andhra Pradesh, 1960 (Chairman: K.M. Unnithan)
 - ix) Administrative Reforms Committee, Rajasthan, 1963
(Chairman: H.C. Mathur)
 - x) The Mysore Resources and Economy Committee, 1962
(Chairman: A.G. Ramchandra Rao)
 - xi) The Administrative Reorganization Committee, Maharashtra, 1965 (Chairman: S.K. Wankhede)
 - xii) Administrative Reforms Commission, Andhra Pradesh, 1965, (Chairman: N. Ramchandra Reddy)
 - xiii) The Punjab Administrative Reforms Commission, 1966
(Chairman: K. Hanumanthaiya)
 - xiv) The Administrative Reorganization and Economy Committee, Kerala 1967 (Chairman: M.K. Vellodi)
 - xv) Reorganization of Maharashtra Administration, 1971 (M.N. Heble)
 - xvi) The Administrative Reforms Commission, Madhya Pradesh 1972 (N. Tewari)
 - xvii) The Administrative Reforms Commission, Tamil Nadu, 1972.

(6) Nor should reform of local government - rural as well as urban -- remain shelved, as has generally happened in most states so far. Local government will necessarily have to be involved more meaningfully, more closely and more widely in the efforts at development. It would be good if the states go through the various reports³⁸ having bearing on this subject and quickly implement the necessary reforms. What else needs to be done in this sphere ?

38. The following are the major reports on rural and urban local government:

Rural Local Government

Central Government

- i) Report of the Study Team on the Study Team for the Study of Community Projects and National Extension Services (balvantray Mehta), 1958.
- ii) Report of the Study Team on Nyaya Panchayats, (G.R. Rajagopaul), 1962.
- iii) Report of the Study Team on Panchayati Raj Finances (K. Santhanam), 1963.
- iv) Report of the Study Team on the Position of Gram Sabha in Panchayati Raj Movement (R.R. Diwakar), 1963.
- v) Report of the Study Team on the Audit of Accounts of Panchayati Raj Bodies, 1965.
- vi) Report of the Committee on Panchayati Raj Elections, 1965.

States

Gujarat

- vii) Report of the Democratic Decentralization Committee (R.U. Parikh), 1960.

Madhya Pradesh

- viii) Report of the Rural Local Self-Government Committee (K.P. Pande), 1959.

Contd...

Maharashtra

- ix) Report of the Committee on Democratic Decentralization (V.P. Naik), 1961.
- x) Report of the Committee on Zilla Parishads and Panchayat Samitis (Bongerwar), 1972.

Mysore

- xi) Report of the Committee on Panchayati Raj (Kondajji Basappa), 1963.

Rajasthan

- xii) Report of the Study Team on Panchayati Raj (Sadiq Ali), 1964.

Urban Local Government

Central Government

- i) Report of the Local Finance Enquiry Committee, 1949-51
- ii) Report of the Taxation Enquiry Commission, 1953-54.
- iii) Report of the Committee on the Training of Municipal Employees, 1963; and
- iv) Report of the Committee on Augmentation of Financial Resources of Urban Local Bodies, 1963.
- v) Report of the Rural-Urban Relationship Committee, 1963-66.
- vi) Report of the Committee on Service Conditions of Municipal Employees, 1968.

States

Delhi

- vii) Report of the Delhi Municipal Organization Enquiry Committee, 1948.
- viii) Report of the Commission on Finances of the Municipal Corporation of Delhi and the New Delhi Municipal Committee 1970.

Tamil Nadu

- ix) While Paper on the Reform of Local Administration in Madras State, 1950.

Punjab

- x) Report of the Local Government (Urban) Enquiry Committee, 1957.

Contd...

(7) The fifth plan, more than any that has preceded it, demands a wide range of expertise and skills in public administration. To recruit persons possessing these and to place them in positions without loss of time, suitable structural changes in the civil service would seem urgently called for. A much larger number of experts and specialists will necessarily have to be inducted into the civil service, and their role and place in the generalist-dominated syndrome of bureaucracy has to be appropriately recognized. Can we suggest way (or ways) in this regard? Or, is it a fictitious problem?

(8) Measures towards enhancement of administrative capabilities at all levels of government and all along the hierarchy must be formulated and put in operation right now -- without any further waiting. Stress may here be laid on the need for experts and specialists acquiring administrative experience and training to enable them to move into positions of administrative responsibilities in various areas and levels of government. How can this be secured?

Madhya Pradesh

xi) Report of the Urban Local Self-Government Committee, 1959.

Gujarat

xii) Report of the Municipal Rationalization Committee, 1961.

xiii) Report of the Grant-in-Aid Code Committee for Municipalities, 1964.

Maharashtra

xiv) Report of the Committee for unification of Acts relating to Municipalities in Maharashtra, 1964.

Kerala (xv) Report of the Municipal Grants Enquiry Committee, 1965.

xvi) Report of the Finances of Municipalities Committee, 1969.

(9) Bureaucracy, at any rate a considerable segment of it, is under an inescapable obligation to inculcate a disposition towards work in the field -- more especially in the rural areas -- and for and amongst the vulnerable sections of the population. The rural and the social administrator bears a crucially important responsibility in putting through the various programmes of action. This demands structural and procedural changes in public administration and attitudinal changes in the bureaucracy. A broadening of the social base of the latter would seem necessary. How many these be achieved?

(10) As the plan calls for financial resources on an unprecedented scale, the extractive function of public administration -- collection of taxes -- is to be simultaneously accorded the highest importance. Tax administration at all the three levels of government must need be streamlined and all possible loopholes -- a more appropriate expression would be manholes -- be plugged. How?

(11) Popular urges and aspirations must be continually fed into public administration at all levels. Significant in this regard is the need for increased and more meaningful participation of citizens and interest groups in the process of governmental policy-making and its implementation. How may this be enlisted?

(12) Not the least pressing is the need for economy in public administration. Only one instance might suffice to indicate the gravity of the problem. The expenditure on

administrative services of the central government alone was Rs.21.3 crores in 1950-51; it rose to Rs. 58.7 crores in 1960-61 and to Rs.75.2 crores in 1962-63. It would thus be seen that during the period 1950-51 to 1960-61, it galloped by no less than 275 per cent. This expenditure registered an increase of as much as 28 per cent in just two years - 1960-61 to 1962-63. Need a democratic government of one of the poorest countries in the world be necessarily so costly? The National Development Council at one time suggested that the growth of administrative expenditure on tax-collection, general administration, etc. should be so controlled as not to exceed five per cent per annum.³⁹ One should expect to hear a lot on this subject but concrete suggestions might be much more helpful in curbing this tendency.

39. Twenty-Second Meeting of the National Development Council held on 5-6 September, 1965.

Some other questions:

In addition to what has been delineated in the forgoing, there are some other questions also, which as well need to be discussed. The following may be representative list:

- (1) Is there need for strengthening the planning machinery in the states? Within ministries and their executive agencies? In what way?
- (2) No Planning Committee is in a position to control, much less visualize, the quality of implementation; how may this be ensured?
- (3) What specific measures may be suggested to reduce delays in government offices?
- (4) What specific reforms are urgently called for in procedures of work? In office procedures?
- (5) It has been said that the system of financial control is out of tune with the needs of a developing economy. What reforms in this field are necessary? What measures may be suggested for making financial control more effective? Or, is the whole financial management weak? Suggestions for reform?
- (6) What measures may be put under way to develop local leadership? How to enlist popular support for developmental efforts?

The present paper is concluded in the hope and expectation that the administrative aspects, issues and implications of an enterprise would be more carefully analysed and taken care of in the fifth five year plan than in the past. This is no less a heroic task. Historically this country has almost always tended to under-estimate administration and over-estimate objectives, thus lacking faculty to match the two.⁴⁰

40. Maheshwari, Shriram: 'Political Parties and Public Administration' in the Journal of Constitutional and Parliamentary Studies, January-March 1972, p.63.

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI -1.

MEMBERS' SIXTEENTH ANNUAL CONFERENCE
(October 29, 1972)

Administrative Aspects of an approach
to the Fifth Five Year Plan

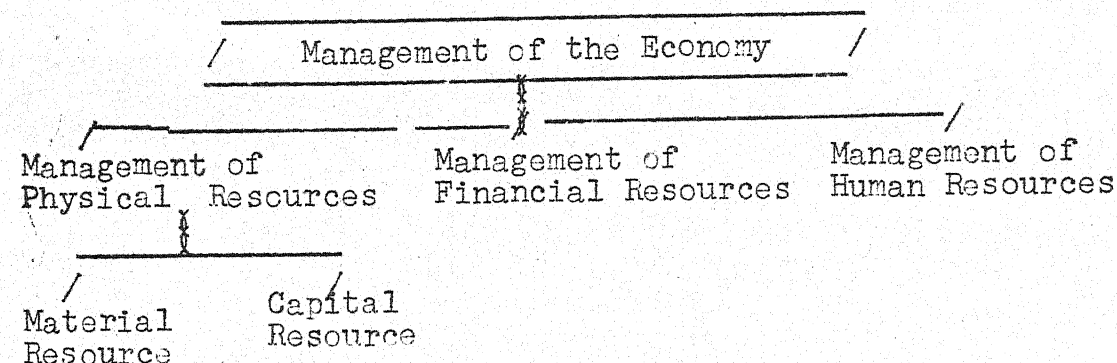
Some Aspects of Administration
of Human Resource.

by

Tribhuwan Nath Chaudhary, M.A.(Pat.),
MDPA(IIPA), MBA (Texas Tech.),
Lecturer, Department of Labour
& Social Welfare,
Bhagalpur University, Bhagalpur -7.

The fifth Five Year Plan (1974-79) is supposed to undertake, inter alia, two major policies, viz., removing poverty (Garibi Hatao) and banishing mass unemployment. This paper is intended to provide an approach to the latter from the angle of vision of a student of Management and Labour Relations. For convenience, this paper is divided into three parts: first, dealing with the tactical aspects of the management of human resource; the second suggesting some short and long term measures for mitigating mass unemployment; and the third, calling for certain organizational adjustments in the administrative departments of the Government of India and constitution of a Job Analysis Commission.

Management of Human Resource: The attention of our Planning may be drawn to the concept of "Resource Mix" for economic development of our country. The following chart would show:-



"Resource Mix"

- The objectives:
- (1) The Directive Principles of State Policy.
 - (2) The Election Manifesto of the Ruling Party.
- The Strategy:
- (3) Proportions of each resource to be limited by the national Policy and economic capacity,
 - (4) Expectations of external resources.

that the "Resource Mix" is composed of three kinds of resources and the proportions of the resources in the "Mix" are determined by the national priorities, economic capacities and the main objectives enshrined in the Constitution and promises of the ruling Party.

In the four five year plans we have stressed most upon the Physical resources (agricultural & basic industrial development) and did not place as much importance on Human Resource as it really deserved. Our richness in human resource was ignored and the primary emphasis on this was never made. Consequently we had to provide for maintenance and conservance of the human resource on the one hand and to depend highly upon our friends (the developed

nations) for their financial aid. How poorly did our five year plans perform that we found ourselves financially mismanaged recently on account of the changed moods of our foreign friends. How shocking it is that instead of utilising our own riches (the human factor) to fetch more of the physical resources in exchange of the financial gains (like Japan) from the sale of domestic products in the foreign market, we had to drain our physical and financial resource to feed the human resource of our country.

From the document of an approach to the Fifth Five Year Plan (1974-79) indications are that the Planning Commission might rectify its previous mistakes and would certainly lay the emphasis on our human resource. It is expected, therefore, that due recognition will be given to the management of human resource. A brief mention of the functions of human resource management may not be out of place here. Inasmuch as the tactical similarities in the management of human resource at a firm's level to that at the economy level, a comparable view is presented below.

THE HUMAN RESOURCE STRATEGY

The management of human resource is very much concerned with the synchronization of the supply and demand

for human resource. He is responsible for full employment¹ of human supply. In the process of synchronization, the manager assesses the uses and sources of human resource - quantitative as well as qualitative. The surplus, directly or indirectly, is ejected out for external use; or, the shortage is similarly injected from the external sources. This mano-euvering involves the following six tactics both at the micro-and macro-economic levels:-

1. Exploration;
2. Development;
3. Acquisition;
4. Maintenance and Conservation;
5. Projection; and
6. Ejection & Rejection.

1. The EXPLORATION Function of the HR Management:

Exploration is analogous to the recruitment function at the firm's level. It is concerned with drawing the resources in; or, in other words, injecting the supply of manpower in the firm or the economy from outside.

-
1. The ultimate aim of the HR manager is the full utilization of human supply. However, the immediate objective may be satisfied even with the under-utilization of a part of the human resource -- what the economists might call "Sub-employment" or under-employment of individuals.

At the economy level, the supply of human resource might be manipulated through an amendment in the laws regulating minimum and maximum age-limits for employment; changes in immigration rules (to draw from external sources), working hours, educational qualifications and job specifications.

At the firm's level, changes in recruitment policy and practice -- e.g., on-campus recruitment, company's employment bureau and private employment agencies, and intermediary system, attractive compensation, working conditions and fringe benefits, setting better image in the labour market -- are some of the tactics employed in discovery and exploration of additional human resource for a firm.

2. DEVELOPMENT Function of HR Management:

The internal exploration function at the national level is aimed at the opportune moments to draw the supply of such human resource as have never been employed earlier in the economy (or, were to retire from active service). The development function attempts to prepare potential HR (Human resource) for better service 'utilization) in future. This is performed through education -- general and vocational, and other rehabilitative measures for the disabled and disadvantaged individuals.

At the firm's level, a similar effort of part-time education and training might be offered to the existing manpower. A recent developmental measure, by many of the progressive firms in the United States of America, has been the promotion of creativity and recognition of such abilities of the existing human resource.

The developmental function is supposedly concerned with the existing and internal human resource, both at the national and firm's levels. However, the growing international (for example, the International Education & Cultural Exchange) Programmes and inter-firm cooperation induces a nation or a firm to offer developmental provisions for the external (foreign) manpower.

3. THE ACQUISITION & UTILIZATION Function of the HR Management:

This is the most important and at the same time very ticklish and strategic task of the human resource manager. He is concerned here with the post-exploration (acquisition) utilization or allocation of human resource. It is here that he confronts with the problem of "matching men with the jobs" and the so-called under-employment or subemployment of the human resource. It is here that the improper allocation results in the economic or social (sometimes also political) chaos.

At the national level, the problem is faced through the State Employment Agencies and Service Commissions, etc. The employment regulations, like the U.S. Civil Rights Act, 1964 (which provides for the non-discriminatory employment through equal opportunity to all sections in the society) facilitate the task.

At the firm's level, this is performed through changes in selection and placement standards, transfers, promotion, demotion, training and retraining, a regard for the disadvantaged and the firm's proclaimed responsibility to share the society's problems of surplus or under - and employed human resource (for example, the current movement among the U.S. firms is to hire hardcore and handicapped unemployed).

4. The MAINTENANCE & CONSERVATION Function of the HR Management:

The maintenance function of the HR management at the firm's level relates to constant employee-and job-evaluations, communication and compensation, charting mobility patterns and redressing grievances and complaints. The conservation function relates to the preservation of human property in good stead, medical care, and other health, safety and welfare provisions, fringe benefits, retrenchment and unemployment compensation during periods of non-employment of individuals.

At the national level, the State provides guidelines and legislative and executive measures to ensure minimum wages, workmen's compensation for employment injuries, 'medicare' programme, social security and unemployment benefits, regulation of labour-management relations, factory legislation related to health, safety and welfare of workers, and such other protective measures.

5. The PROJECTION & FORECASTING Function of the HR Management:

Projection of human resource needs refers to the future manpower requirements in relation to the availability of manpower at particular occupations and positions. At the national level, it is based mainly on the trends in the growth of population, education, business and economic activities. The research in this area aids the planner to assess the availability and to project the shortage or surplus of the human resource.

At the firm's level, attempts have been made recently to forecast the approximate needs and availability of manpower. The studies in this area have so far been confined to high talented personnel² only.

2. See, J.M. Gascongne, "Manpower Forecasting at the Enterprise Level", British Journal of Industrial Relations, Vol.6, March, 1968, pp.94-106; also Eric W.Vetter, Manpower Planning for High Talented Personnel, Ann Arbor, Michigan, Bureau of Industrial Relations, University of Michigan, 1967, 222 pp. Vetter has also defined the dimensions and steps in a process of manpower planning at the enterprise level.

This recent approach and sophisticated activity of the HR management helps the firm determine how it should move from its current manpower position to its desired manpower position. Through such planning and projection, management strives to have the right number and right kind of people in the right positions at the right time. This activity benefits both the personnel and the firm in the long run.

A supporting service to this HR management might be provided by the Research & Development department in an organisation. This function of manpower forecasting requires active involvement of the other resource managers also.

6. The EJECTION & REJECTION Function of the HR Management:

In conformance to the broader strategy of the nation or a firm, the HR manager needs, sometimes, to prune the economy or the firm of excess of surplus human resource. As a nation exports capital equipments, manufactured at home, the surplus of human resource might be exported or repatriated (as the case may be), to the extent the long term planning (manpower forecast) permits it. This is desirable, and sometimes inevitable, in its social, political and economic interests of the nation. This pruning activity is a direct consequence of the "synchronization" of the HR

management strategy described earlier.³

At the firm's level, such ejection of surplus manpower takes the form of lay-off, retrenchment and termination. At a time when the HR management finds excessive manpower, it tends to enforce discipline strictly and tries to reject the undesirables out of the work-force.

At the national level, the excessive manpower is dealt with in several ways. In the case of the internal manpower, the minimum and maximum age limits are revised, working hours are reduced, recruitment and selection standards in the public service are lowered. Willing manpower is permitted to seek out-of-the-country employment. However, in the case of foreign manpower, the immigration rules are made stricter and prohibitive measures are taken. In extreme cases, repatriation is also evoked, for example, lately in Ceylon, Burma, Uganda and other States, where persons of Indian origin were required to quit. Conversely, the surplus nation liberalizes its emigration Policy.⁴

3. A reference, for example, may be made to the recent relaxation in the Government of India policy regarding emigration of Indian students and continued outflow of Indian engineers and doctors abroad. Another reference is to the recent Uganda Govt. Policy of repatriation of people of Asian origin.

4. The Government of India faced such a problem sometime back when graduates in the engineering colleges all over the country had observed a general strike for several days in the interest of their proper allocation after graduation. It may be noted that despite the controversy over the "brain drain" and its impact on Indian economic development, the Government had to liberalise its foreign exchange regulations to permit the engineering graduates to emigrate to the foreign countries of their choice for higher studies and eventual employment.

THE BRAIN DRAIN

It has been suggested above that the excess of human resource might be allowed to emigrate. Objections may be raised in this House over the drainage of our Human Capital to the foreign countries. Let me explain my stand quite clearly that I see no harm in permitting international mobility (what we call 'brain drain') of our talented people, so long as we cannot find suitable vocations at home for them. However, I maintain that the people born and trained in India must be regarded as an absolute property of the Indian nation. The user-nations of our human capital should continue to grant immigration privilege, but no citizenship; because, I feel, the latter privilege will mean confiscation of the foreign property. Moreover, the poor supplier-nation does not get a reasonable return for its investment in the human capital, later enjoying citizenship of user-nation. The Government of India and the International Labour Organisation must consider this and have an international agreement to the effect that, should it need, the mother country might recall the services of its human capital in the use of a foreign nation. We should not only receive refugees evicted from the foreign countries, but should also have our title to emigrated brains.

Mitigating Mass Unemployment

Our country suffers most from the excessive supply of internal human resources. The foreign manpower are either on deputation for short period of time or represent the foreign entrepreneurs in international companies in India. There is some supply of Nepalese manpower in the country. Considering our good relations with the Himalayan Kingdom on Nepal and the small percentage of Nepali manpower in the supply of human resource and the day by day Indianisation of management positions we may ignore the insignificant problem from the supply of foreign manpower (excluding the casual influx of the refugees). However, the recent and future supply of Indian nationals, on repatriation from other countries, like the U.K., South Africa, Ceylon, etc. must not be ignored.

On the reduction side of the supply of our human resource, we find that the countries like the USA and Canada are not absorbing as many people today as they did before. We are therefore forced to enhance the demand for our human resource at our own initiative in the internal and foreign labour markets.

To close the employment gap and get synchronisation between the supply and demand of our human resource, the following tools of immediate (short term) and remote (long term) control over the problem may be suggested:-

The Short Term Solutions

The short term solution of regulating employment position places more emphasis on the increasing demand for our human resource and would include the following measures:-

- (1) Our technical and educational experts may be sent to less developing, under-developed and emerging nations like Bangla Desh, etc. under Technical Assistance or India Aid Mission scheme.
- (2) Liberalisation of emigration rules for people seeking employment in other countries should continue.
- (3) Restrictions on number of foreign management personnel on the foreign interests in India should be placed. No foreign national below the middle management rank should be allowed even in the foreign undertakings in India.
- (4) Agreements with the repatriating countries should immediately be arrived at to postpone their action for a few more years.
- (5) Automation should be avoided and labour-intensive industries be encouraged and subsidised.
- (6) Self-employment of unemployed graduates should be promoted through simplification in industrial licensing and procedures for grant of loan by the nationalised banks.

- (7) Supporting vocations should be propagated, encouraged and subsidised and necessary training provided in the rural areas.
- (8) Efforts for more irrigational facilities and village industries should be intensified.
- (9) The industrial policy of the Government should be continued to check closures, strikes and lockouts, under-capacity working of the factories.
- (10) The retirement age of all government servants should be fixed at 58 years and no extension permitted. The retired personnel may be encouraged to seek self-employment.
- (11) Social security measures should be enhanced to cover retired persons unable to find self-employment and schemes of unemployment insurance, etc. be introduced.
- (12) Apprenticeship programme (like the one announced for Unemployed graduate Engineers and Diploma Technicians; (Searchlight, Aug. 10, 1972) should be introduced for all professional and semi-professional graduates (like the M.As. in Labour & Social Welfare) for two years.
- (13) A National Employment Reserve Pool should be created for all graduates above a particular standard and subsistence allowance be paid to them until their first employment.

The Long Term Solutions

The long term solutions of regulating the employment position stress upon the control over supply of human resource and would include the following:-

- (1) Admission standards for college and professional courses should be raised and restrictions should be placed on the number of admissions.
- (2) Family Planning Programme should be more intensified and birth control measures encouraged.
- (3) Compulsory free education upto 14 years of age should be implemented and teacher-taught ratio in the primary, middle and high schools should be improved.
- (4) Restrictions should be imposed upon the mushroom growth of private substandard colleges and professional institutions of higher learning; and the teacher-pupil ratio in the schools and colleges should be improved.
- (5) The Planning Commission should attempt coordination and integration in educational, industrial and labour policies also of the State Governments.
- (6) The Directorate-General of Employment and Training should be reorganised and strengthened to carry on more activities in liaison with the Planning Commission, but should remain under the Ministry of Labour & Employment.

(7) The Director of Employment should be a specialist of the rank of an Additional Labour Commissioner and that the practice of charging the Labour Commissioner with functions of Director of Employment should be given up in such States wherever it exists.

(8) The functions of the reorganised Directorate of Employment and Training must include the following:-

- (a) to render vocational guidance and employment information services in rural and urban areas through the institutions like employment exchanges and vocational guidance bureau;
- (b) to assimilate and disseminate half-yearly figures of under-employment and unemployment;
- (c) to identify sector of un-employment, under-employment and over-employment (if any) and thereby guide the prospective candidates to appropriate sectors;
- (d) to establish and maintain liaison with Universities, industries, business schools and professional institutes to regulate the supply of trained persons in the labour market; and
- (e) to organise adult education programme and short term training through industrial polytechnics.

(9) Export of cottage and small industrial products should be pushed and home-consumption of such products should also be encouraged.

(10) Self-sufficiency in our food-grains should not be lost in the efforts to increase industrial activities and employment potentialities.

So long as our Planning Commission has no authority for allocation of human resource to different sectors of our economy and as long as our fellow citizens have the choice of avocation (and in certain cases, enough wealth to live merrily), some will prefer remaining unemployed even if job opportunities existed. For others who cannot afford to wait for a choice of avocation, let us prepare a realistic Plan to banish educated and mass-un-employment in our country.

SOME ORGANISATIONAL ADJUSTMENTS AND EXECUTIVE PERSONNEL

In the Planning Commission:

In order that our Planning Commission should make a realistic assessment of the resources and to arrive at the most appropriate "Resource Mix", I might suggest that the Economic, Finance and Resources Division should be expanded to include more number of experts in Economics, Financial Administration and Management fields.

The Employment & Social Planning Division should have still closer links with the Directorate-General of Employment & Training at the Centre and with the Directors of Employment & Training in the States.

The Education Division should not only study the educational problems, but should also issue guidance to educational institutions in order to check excessive supply of trained manpower and to get the talents distributed to

other sectors in need of more number of trained manpower.

The DGET

The Directorate-General of Employment and Training which is concerned with Employment, Vocational guidance and Vocational training needs to be further strengthened in those three areas. The Directorate of Employment and Training, now under State Government Labour & Employment Ministries, at the State levels are understaffed and work merely as show-pieces. During an interview with some Employment and Vocational Guidance Officers, I came to know that even if they were quite willing and sometime enthusiast, they did not discharge their full responsibilities for fear of unmanageable workload. They did express the need for deeper penetration of the organisation to rural areas and its wider net-work for effective working. I suggest that at the Divisional levels, the Employment & Training organisation must be supervised and guided by a 3-member committee consisting of one expert, one public representative and the local chief of the organisation for keeping the organisation alive to the local needs and problems.

The Institute of Manpower Studies

This Institute should be given more projects and responsibility for regular study and publications on

various aspects of the problems in management of human resource in our country. Needless to suggest that this Institute has to be subsidised adequately.

Needed: Officer-Oriented Administration

The development administration and project execution in our country are manned by the officers known as Project Executive Officers, Block Development Officers, etc. The lowest executive in the rural area is the Village Level Worker (VLW). These VLW are not orientated to the policy and purpose of their own existence. They are all controlled by the respective Departments/Ministries manned with the officers of I.A.S. or State Administrative services ranks. It is a common complaint that our administrative decisions are very much influenced by the notions of clerks and old-of-date rules sometimes unfit in the interest of the new administrative (both personnel and project) needs. Our administration is therefore "formula - administration" based strongly on the rules, procedures and precedents. Like our officer-oriented army organisation, we have to change the Civil administration from clerk-oriented to officer-oriented. In the interest of proper execution of our developmental plans, we would have to inculcate initiative and commitment among our officers with the leeway to byepass some old rules and procedure inasmuch as the

needs of the objective and urgency of the decision. For this purpose, necessary short term training courses may also be arranged by the I.I.P.A. and its local branches in the States.

Dignity of Citizens:

Under the present system and attitude of the Civil officers particularly those concerned with the maintenance of law and order, the common people do not get the due courtesy and ordinary dignity of citizenship from the privileged servants of the State. During the Quarter of a Century, much water has flown down the Jamuna and yet the earlier mentality of our civil officers have stayed. Consequently, instead of considering Civil officers friends and helpers of the common citizens, people feel alienated to them. The attitude that all, except the officer concerned, are not honest and trustworthy needs to go.

Job Analysis Commissions:

In my view, time has come when we might undertake a comprehensive study of Job Analysis in the Civil Service. So far three Pay Commissions, and one Administrative Reforms Commission at the Centre have been constituted, but a none was asked to undertake job descriptions and to find whether job specifications in the Civil service need radical changes.

After 25 years of our freedom with abundant supply of highly educated manpower, we still have very low minimum qualifications for recruitment to the Civil service. A Sub-inspector of Police, for example, needs to be a simple matriculate with high physical qualities. The lowest prosecution officer and most important maintainer of law and order needs not be of a high mental order at present. Consequently, such officers instead of controlling the situation, foolishly create problems leading to making the situation out of control. The students alienated to police and the recent incident at Patna of an S.I. beating the Principal and teachers in a premier college of Bihar are enough to highlight my point. As prosecution Officer, they are liable to fail, because of the increasing legal knowledge of the criminals.

It is high time to suggest that during the Fifth Five Year Plan, a Commission of Enquiry to find standard job titles, to revise job specifications commensurate with the changed job descriptions and provide guidelines for job classification, and job evaluation in Civil service must be constituted. And the constitution of another Pay Commission should follow in order to recommend the pay-scales in accordance with job evaluation formula of the former (Job Analysis) Commission. A high economic cost on account of revised job specifications and job evaluation

pattern will certainly, in my opinion, mean low social cost to the nation.

In the foregoing discussions, I have tried to present my own views on some aspects of the administration of human resource in our country. Within the limitation of my knowledge and the first experience of a national gathering like this, I shall have achieved my objective, if any or many of my views are upheld.

.....

LRS/.

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI

MEMBERS' SIXTEENTH ANNUAL CONFERENCE
(October 31, 1972)

ADMINISTRATIVE ASPECTS OF AN APPROACH TO THE
FIFTH FIVE YEAR PLAN

The Challenge in the Plan to Economic Policies
And its implications to Administration

By

Y.J. HAZALBHROY.

It is a notable post World War II phenomenon that in the 25 years that followed since World War II ceased, the World became in some ways grouped in Developed and Developing Countries. The affluent nations had begun to acquire high standards of living and production. Markets became global and the talk was no more of International Trade but World Trade. The developing countries looked to the more prosperous nations for know-how and the where-withal for production in an anxiety to catch up with the prosperous people. To copy or try to attain Western standards of living became a prime need. Aid flowed in and foreign collaboration was the main plank for the successful launching of Industrial Enterprises. This policy was a reflection of the intense feelings in the Political atmosphere viz. that the country should have Progressive Policies that each country believed in Democracy, the parties in power or aspiring for power claimed to be Intensively Nationalist and that to have greater and improved standards of living the solution was in Rapid Industrial Growth. To a very great extent

contd...2/p.

the previous Four Five Year Plans have been motivated by these four factors - Progressive...Nationalist...Democratic...Rapid Industrialisation.

Last year which was the year of our entering the 25th year of our Independence members will recall that in my paper I had mentioned that during the life of the Fifth Lok Sabha radical changes, will have to be expected. These changes have started and their corresponding challenges have begun to have an effect on our thinking and planning. This was symbolised in the two words which have now almost a Mystic connotation "Garibi Hatao".

Translated it asks the people - those who think and plan - a question. The question is to what extent have we succeeded in eliminating poverty? It is this question which I will attempt in this paper to examine the challenge that it presents to Administration since the answer lies to a great extent in a new look at our Economy Policy.

Many millions in our country live below nutrition level, (The Rs.200/240 minimum per annum level) We have not been able to bring relief to these people. They have no square meals, are homeless or live in squalid houses, are illiterate, and have no means to fight disease. Employment opportunities are scarce and inspite of all the efforts at rapid industrialisation and progressive policies, opportunities for individual growth and development have not come in large scale. Garibi Hatao therefore acquires

contd...3/p.

a deeper significance as we start examining its various components. The 'Approach' paper rightly brings out a point whether our previous plans brought about a development that was really wanted and desirable. A leading Businessman recently remarked "Social justice is an unquestionable objective, but it will remain an empty meaningless slogan if there is no economic growth. Our achievements in the past three years have been miserably short of targets - the growth rate is hardly 4% against planned growth of 7%." This is a fairly common comment these days. I would like to submit that "Growth Standard" or "Distribution of Income Standard" which of these should be the basis of planning now comes to the fore.

Let us take this further, since rate of growth has been dominating us in our Economy Policy. What has happened according to varied detailed studies of the working of our Plans is that about 40% of our population i.e. for about 200 million people per capita income has gone down whilst the average per capita income has risen. This fact also explains why we have become increasingly concerned with concentration of wealth and economic power. The 'approach' paper therefore very rightly focuses our attention to the distribution of income as an vital factor in planning for growth and development.

With greater production and steady rise in the Gross National Production - GNP - why poverty has not lessened? This is the

contd...4/p.

basis for examining the NEW ECONOMY viz: If rise in GNP does not reduce poverty then let us remove poverty first and study what happens to our GNP. In effect it means (a) determine the minimum requirements by assessing the requirements of each sector of society starting from the poorest and thus arrive at a target of national consumption (b) from these targets work out the requirements for fulfilling these targets by production in order to match the targets of consumption (c) work out schemes which will bring about conditions that the poorest section of society have the income with which they can purchase the goods and articles. The idea is that whilst production is important what is more important and critical is finding out the ways and means of ensuring a national minimum to the poorest. This is the translation of Garibi Hatao from a slogan to action. If this is a basis for planning it indicates that a radical transformation in the strategy of planning is necessary and I would submit, to that extent it must have a very vast and powerful challenge to Administration.

It is administration that will have to see that factors that have in the past been handicaps, in bringing about better distribution of income and in creating an atmosphere for recognising the need for moulding our way of life to ensure social justice, have to be eliminated. The only way to be sure that we have taken up the task of eradicating poverty in real earnest is for Administration

contd....5/p.

to see that our plans ensure that the distribution of income goes hand in hand and fits in with the pattern of organisation for production.

We must take into account the very important fact that those in positions of responsibility that is to say Administrators whether in Government, Public Sector Institutions or in Industry and Business, are today disillusioned with the way things have worked out after Four Five Year Plans for development and growth. It is becoming increasingly clear that development is only possible provided there is determined and direct attempt to face and take up for solution the problems of extreme poverty. Step by step we must plan for eradication of malnutrition, squalor, illiteracy, poor health, and specially of inequalities in the essential components of a minimum standard of living. This of course, require creations of better opportunities and assured employment. Our attention has to be what will in future, make up the country's Gross National Product rather than an accent on greater production as a solution to the problems of extreme poverty.

The important factor therefore will be for the Administration to see that they accept the challenges of this New Economy namely:

- i) To define minimum standards of consumption and set a time target - say two Five Year Plan periods.
- ii) To plan Production which is geared to the consumption targets that have been worked out. As I have said earlier

contd....6/p.

in this paper consumption targets must start from the minimum needs of the poorest sector of our society.

- iii) To see that instead of planning by value we plan by quantity i.e. the minimum needs, for eliminating the worst forms of malnutrition, to provide for education with a vocational bias and to make available minimum health and housing facilities.
- iv) To accept the maxim that those in administration will have to move away in their thinking from a demand basis to a need basis. In other words planning in the past in actual terms resulted that it was for those who had the means to pay for their needs. It is clear that for the poorest sections of society we cannot think in these terms. The real challenge is to see that production favours those who are, as we say popularly, the have-nots. Production for demand has had the result of more products for those who have and less for the have-nots.
- v) To accept that employment has to be the main objective of planning. Our entire labour force has to be considered as employable. How this can be done with limited capital has been maintained as a basic difficulty. However, in the new concept if we plan for the minimum needs then it will be seen that we have to plan and programme to produce these minimum needs with more labour intensive means for production than capital intensive means.

contd....7/p.

The Administration has therefore to see that everyone does something useful with the least amount of capital. This will in reality mean that what we lack in the form of capital we replace by skill and managerial and organisational ability.

Concluding Remarks: The Approach to the Fifth Plan spells out the basis of a New Economy for our country where the aim will be for universal employment, and a sustained attack on the components of poverty viz: malnutrition, poor health, illiteracy, bad housing and living in squalor. To achieve this in spite of poor capital resources we shall have to merge production and distribution policies to see that minimum needs of all are satisfied through a wider distribution of income. Can we do it within our present system of Administration whether in Government, Industry or Business. A Bureaucracy has a tendency to work in water tight compartments and is governed by decisions taken by a series of meetings of Committees. Can we change to a more decision based and action concept Bureaucracy determined to achieve growth with Social Justice?

I hope that in this paper I have highlighted some of the serious challenges that Administration will have to face as the Fifth Five Year Plan is put to work; The Approach has indicated the way of thinking in Planning. Our Annual Conference, will, I trust, start the pace of thinking on how we shall implement our Planning under the New Economy.

/dp.

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI.

MEMBERS' SIXTEENTH ANNUAL CONFERENCE

(October 29, 1972)

ADMINISTRATIVE ASPECTS OF AN APPROACH TO
THE FIFTH FIVE YEAR PLAN

by

V.S. Murti,
M.A., M.P.A. (Harvard)
Head of the Department of Public
Administration, Nagpur University,
Nagpur.

Because of political and other conditions in the country and in the context of international politics, the Fourth Five Year Plan in India could not have the start as per schedule. Therefore the administrative problems, created by shortages and other unforeseen factors, became acute. It is to the credit of the structure of the administration and of the machinery of government that the country tided over the crises. Thus both the political and professional administrators in India have become a sort of adepts in crisis administration.

On the eve of the Fifth Five Year Plan, the country has to deal with the problems created by the emergence of Bangla Desh; the dismemberment of Pakistan, the hostility of People's Republic of China, the fears of the U.S.A. for our non-alignment and the

Indo-Soviet Treaty, in addition to those manipulated by man and stipulated by the Nature.

Immediately after the country became free, the leaders were conscious of the need for reform and reorganisation in Public Administration to subserve the ideals for which the free country subscribed. Though Gorwala dealt with the problems in Public Administration before the era of planning dawned on the country, Appleby was aware of the issues generated by the expansion of the Public Sector and Planned programmes. The Administrative Reforms Commission, under Morarji Desai and Hanumanthaiya, undertook a comprehensive survey of the State of Public Administration in India. In addition to these general inquiries, sectoral surveys and area studies have been undertaken to improve the standards of Public Administration eg. Indian Foreign Service, Direct Taxes etc.

FULTON REFORM: - The publication of the Report of the Fulton Committee (1968) in the U.K. introduced new dimensions to the nature of the study of, research in and practice of Public Administration. Though the A.R.C. in India was posted with the developments in the U.K., the A.R.C. could not extricate itself from the custom and the tradition that dominated the scope of Public Administration in India. Even the modest reforms of a

fundamental character have not been accepted by the Government of India and these entrenched in the citadels of power in the civil service. Appleby emphasised the need for a Public Service and the A.R.C. endeavoured to institute a common Public Service by permitting the officers of all services to acquire experience in the specialisms, proposed by the A.R.C. Though the need for specialisation was recognised, the top level civil servants did not agree to allow the officers of all the services to become specialists. As a reaction to this advice, the officers of the Central Services alleged that the officers of a particular service tried to block the progress of the reforms and to preserve the monopoly of top positions in the Secretariat and the Administration as a whole for themselves.

Relevance of the Study of the subjects at the University and Recruitment to civil service :-

In the light of the professionalisation of the civil service, the Fulton Committee discussed the relevance of the subjects studied by the candidates at the University to Civil Service. It has been accepted that the candidates who have not studied subjects like, Government, Administration etc. which are useful in their work as civil servants, should be required, after recruitment to the civil service, to attend

Colleges and Universities to study these subjects, as a part of the training programme for the civil services. In India a policy decision in this regard is necessary and should be made.

Though the AHC accepted in principle the desirability of Method II for recruitment, it could not arrive at a definite conclusion in spite of the fact it was recommended as an experimental measure. The I.I.F.A. can play a big role in resolving these problems and function as a braintrust to the Government of India.

The controversy on the standards of the recruits and the quality of the candidates for the Civil Service in India.

The Ministry of Home Affairs of the Government of India and the Union Public Service Commission undertook a survey on these issues and the findings of their research work gave rise to a controversy. The conclusion of the U.P.S.C. was that the civil service in India did not attract talent and majority of those who were recruited were not of first rate quality. This conclusion was contested by the Government of India in the Ministry of Home Affairs on the plea that the qualities tested by the U.P.S.C. examinations were not the same as those by the Universities and that the emphasis of the U.P.S.C. examinations was on the

suitability of the candidates for civil service. The U.P.S.C. however, did not uphold this contention.

In this context it is to be noted that the conditions of service and work in the Private Sector and other Institutions are improved to attract talent and the Government Agencies are not in a position to compete with them to provide pre-requisites etc. Job satisfaction is an important factor in this regard. Unless the Government does the needful to enable the civil servants to enjoy job satisfaction in their work, it is difficult to prevent a flight of talent from the Public to the Private Sector. In this regard the ideological confrontation between the Public and the Private Sectors plays its own role to present a positive image of the Private Sector. The I.I.F.A. should study this problem to provide policy guides to the Government.

Gorwala stated in his Report that we know the problems; we have the answer to solve the problems and we are also aware of the way to tackle the problems but the results are not obtained as no action is taken. The reasons for this state of affairs are to be properly appreciated. The First Five Year Plan report contained details of reforms in Public Administration but many of them still remain on paper. The reports of the Second, Third and Fourth Five Year Plans provide

remedies for the deficiencies and recommendations to promote performance standards of and to increase operational efficiency in Public Administration.

The following may be some of the important problem areas in Public Administration in India in the Context of plan programmes :

- (1) Location and Training of political leaders for Local, State and national administration
- (2) Administrative organisation for policy implementation
- (3) Relations between Ministers and Civil Servants
- (4) Autonomy and control of Public Corporations etc.
- (5) Public Cooperation in policy formulation
- (6) Public participation in policy implementation
- (7) The nature and scope of political appointments
- (8) Ideological identification with and emotional attachment to public policies and plan programmes.
- (9) The role of generalists and specialists.

These have been discussed and the high power bodies gave their views and opinions in this regard. An attempt is made in this paper to explain why no action has been taken and why the state of Public Administration has not improved since independence.

At the cross roads :- "More Royalist than the King"

After the country celebrated the silver jubilee of independence, the people and the Government are still

undecided as to the course of action they have to follow to improve the conditions of living and life of the countrymen. Because of political antagonism, the British model was not approved, just like the English language was opposed, to advance One's faith in patriotism and nationalism. The relations with the U.S.A. developed after 1947 and those, trained in the American system, advocated the American model and sold it to the political administrators. But the American model, which was super imposed on the British system, which was already in operation in the country, did not yield results. Further tensions arose between the British and the American models and the consequence was human misery and unhappiness. The reasons for the Scientists who committed suicide because they could not put up with their environment, can be traced to this conflict between the British and the American models. Those who were educated before 1947 in the U.K. are now seniors in their fields of work and they occupy top positions. But those who were educated in the U.S.A. are juniors and they have to function under the direction of the seniors. The conflicts in the CSIR and other institutes of Higher Learning (not excluding the I.I.T.A.) are due to the differences in the outlook of the persons who occupy positions of power but who are trained in two different systems.

After the Indo-Soviet Treaty, we discovered that the U.S.S.R. was our friend in need and the stock of the U.S.A. fell down, due to American Policy towards Pakistan and Bangla Desh. The Pro-American intellectuals, who were educated in the U.S.A. and who derived benefits and advantages from the American contacts, came forward to give up the American system and to advocate the Soviet model. The present party in power under Mrs. Indira Gandhi began to talk in Russian terminology like antiparty activities, cadre-based party etc. Because of the language problem, it will take some time before our contacts develop with the U.S.S.R. This language problem was absent in the case of the U.S.A. and therefore there was no time-gap to promote relations with the U.S.A.

In these circumstances and in this atmosphere the achievements made and the progress registered by Japan in the East and by France in the West attracted the attention of the intellectuals. Even small countries like Yugoslavia and Israel advanced in such a way that our intellectuals were interested in adopting their techniques for progress. Further the experiments in decentralisation and rural developing in those Countries enlisted the support of the old Congressmen, who continued to owe their allegiance to Gandhi and Gandhism.

Because of these influences, public policies in India have not followed any one uniform model or system; they were adjusted and improvised to suit the contemporary conditions. Our faith in non-alignment, belief in spiritual leadership, adherence to a policy of unity amidst diversity, enabled our Government and people to adopt an attitude of co-existence towards all the models and systems. Thus we could receive aid and know-how from all the political blocs and the countries; who were in a position to help us.

In our anxiety to catch up with the advanced countries, and to make up for the lost time during the period of bondage, we have been prone to accept every method and technique, that was found to be successful in the developed countries. In this rush for progress, we have lost sight of the peculiar problems that our society faces. With the result the outcome of the efforts made to transplant the foreign know-how and acumen, did not contribute to the all-round growth of the Nation. It is only very recently we have come to realise that every good in every foreign model or system had its evil and therefore attempts are made to find out indigenous solutions or methods.

Under the British regime, we were proud to show to our rulers that our past was glorious and

we could rule ourselves with the inspiration, we could receive from the glorious past. In this endeavour, we did not spare pains to discover the credit side of our past. Under the magic spell of Mahatma Gandhi, we also thought of Indian solutions to our problems. But in the wake of planning and industrialisation, the concept modernisation was introduced into our thinking processes and every thing traditional was not appreciated. Some went to the extent of condemning tradition as communalism, obscurantism and backwardness and equated modernism with westernisation. It is now the time to have a review and a re-appraisal.

The need for a fresh approach to the problems is related to self-sufficiency. We have now realised that our science and technology are based on those found in the advanced countries. A situation arose when our production came to a stand-still, when the advanced country refused, due to political causes, to sell us the spare parts and other equipment required to run the machines. Thus we found we were at the mercy of the developed nations and this prompted the Government to think of import substitution and other measures for self-reliance.

A big question that crops up is whether all the persons, who are educated and trained in the

developed countries, are qualified and competent, intellectually, emotionally and otherwise, to think in Indian idiom, phraseology etc. Two instances can be cited : (i) Everyone agrees that a country like India should think of labour-intensive methods of production to solve her employment problem for the masses. But the persons who are at the helm of affairs to formulate policies think in terms of means and methods that are successful in the countries where they are trained. Thus Khadi and Village industries are languishing for life but the man-made fibre industry received patronage both from the people and the Government. When the Premier of Madras in 1946, resisted the textile policy of the Government of India, with the blessings of Mahatma Gandhi, a no-confidence motion was passed against him and he was removed from power. (ii) We are made to feel ashamed of untouchability, casteism, as they are considered to be not modern. But economic and political untouchability and casteism, which are more inhuman, as compared to social untouchability and casteism, are allowed to be on the increase in the name of modernisation. None seems to think of means and methods to utilise caste, with all its defects and merits, in the Society, as an instrument for progress and of public policies to promote the welfare of the people.

Counter-revolution of 1947:- The present ills in the country are due to the counter-revolution, that took place in 1947, when the nation was passing through political revolution. The leaders were busy consolidating the political revolution and therefore they had no time to look into the details in other fields of activity. The Constitution of India can be said to be an instrument of counter-revolution. The members of the drafting committee, with a few exceptions, were not involved in the struggle for the freedom of the country and hence they had no sense of belonging to the aspirations of the struggle. The consequence was that the Rights of the Common Man were in Chapter IV and those of the vested interests were in chapter III. When the Government of the free country wanted to abolish the Zamindari, a programme, which was placed before the country ever since 1937, the Constitution came in the way. Because of this counter revolution, the Constitution had to be amended so many times and a dead-lock was created after the judgement on Golamath case was delivered.

Because of this counter-revolution, those who sacrificed their careers and risked their lives for the freedom of the country, had no opportunity to be of service to the country. The neo-patriots captured the ministerial wing of the Congress Party after 1947. The organisation wing of the Congress Party resisted the

invasion of the Party by those who had no ideological identification with and emotional attachment to the policies and the programmes of the Party but could not succeed. The Constructive workers of the Congress Party got disillusioned with the performance of the Party in power and they left the Party to plough their lone furrows. This process of elimination of those who responded to the call of the Nation, culminated in 1967, when Political defections made a mockery of democracy.

These developments in the political life of the country were also found in other walks of life. When the British and the other non-Indians vacated their positions in 1947, the vacuum was filled in by persons, who worked under the British regime. Those who came to occupy top positions after the exit of the British did not possess, due to psychological and other causes, the imagination and drive to formulate and implement public policies for the progress of the country and the welfare of the people. The conditions were ripe for double standards in public life, where nepotism, favouritism and corruption made their presence felt. In order to endear themselves to the top political leaders, some of the top level administrators spoke in the idiom of the political leaders and they also put on the dress, which pleased the top political

leaders. Thus they managed to enlist the support of the political administrators and enjoyed their confidence. When once rapport was established between the political administrators and ^{the} professional administrators, the advice tendered by the latter was accepted by the former and the latter exercised power on behalf of the former. Appleby also noted this tendency when standard and formal qualifications and not abilities were insisted for positions in Public Authorities, when the country was faced with paucity of personnel. In this atmosphere empire-building based caste, region, language etc. was resorted to by those in-charge of Public Authorities and Agencies. Since many of these persons, by breeding and training had no high ideals of life, they contributed their talents to create private fortunes and did not think or act to promote public interest and national progress.

The evil of double standards was not confined to professionals, as some of the politicals also indulged in the same practice. When political leaders shout from the house tops that English should go and Hindi should replace English, they send their wards for education in English medium schools. This tendency was rampant among those who came to politics, after the prospects for power were evident. Judicial enquiries were conducted

at many places and they revealed the difference between the precept and the practice. Thus the values in public life underwent a radical change and this did not do any good to the country.

All India Institutes for Higher Learning :- After the country became free the developed countries in the West and in the East and also the International Agencies came forward to help us to establish these Institutes to enable the Government to obtain policy advice and to undertake research to find solutions for the problems which the Country faces in different walks of life. All these Institutes for Higher learning were founded with great promise and experts from the advanced countries gave their time and talent at the initial stages. The persons that are entrusted with the responsibility to run these Institutes, enjoyed freedom to function, as they are autonomous agencies. With a few noble exceptions, these Institutes were the Centres of controversy and conflict. The most recent one to enter the field is the National Institute of Design at Ahmedabad. The objectives for which they are established do not seem to be realised as the Government relies for guidance, advice and assistance on their own civil servants or seeks help from experts from foreign countries. In the case of some Institutes, the courts of law also were dragged

into the picture, as proceedings were launched to redress grievances. It is necessary to re-vitalise these Institutes so that they can serve the purpose for which they are started.

I.I.P.A. should secure the status of a University under the U.G.C. Act.

In the past efforts were made by the I.I.P.A. to obtain the the privilege to confer degrees under the U.G.C. Act. These efforts should be pursued and the I.I.P.A. should be a Centre for study and research in Public Administration. In course of time the I.I.P.A. can be the legitimate institution, which supplies the bulk of the professional administrators for the country. At the same time the National Academy of Administration of the Government of India should be entrusted with the responsibility to recruit specialists and experts and impart training to them. The working of the E.N.A. in France may be studied with advantage. In this regard it is to be noted that the Institute of Secretariat Training and Management is already engaged in conducting tests for recruitment to certain categories of staff.

The I.I.P.A. can impart instruction for the B.A. degree and the M.A. degree examinations; the Institute has to specialise in the study of and research in Public Administration. The academic wing of the I.I.P.A. is to

be restored and revitalised for this purpose. The I.I.P.A. is already engaged in research, consultancy and training work. The programmes of the I.I.P.A. should establish the Institute as the pace-setter in the field of Public Administration and acquire reputation as the centre for the study of and research in Public Administration.

At present the Government has no fullfledged research organisation to study the problems of Public Administration in India. Since the Government is the sponsor of the I.I.P.A. it can function as the research centre for the Government. The I.I.P.A. should endeavour to find Indian solutions to the Indian Problems in Public Administration. Thus the I.I.P.A. should be equipped to provide policy guides and executive advices to the Government. Because of its autonomous status, the objectivity of the I.I.P.A. can be an asset to the Government.

As an autonomous agency it is the meeting ground for professional administrators and Teachers in Public Administration. It should work out a programme of exchange of persons and places among the I.I.P.A.; the Government Agencies and the Universities. This exchange will enrich teaching and

research of Public Administration. Policy formulation and policy implementation in the country will be intellegible and efficient. Thus integrity and efficiency in Administration can be prompted.

Since Public Administration is interdisciplinary in its nature, the I.I.I.A. should strengthen its contacts with the Universities and Institutes of Higher learning in India. A regular programme for the exchange of Teachers, Administrators between the academic wing of the I.I.I.A. and the Universities in India should be instituted.

- - - - -

/...

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI

MEMBERS' SIXTEENTH ANNUAL CONFERENCE
(October 29, 1972)

ADMINISTRATIVE ASPECTS OF AN APPROACH
TO THE 5TH FIVE YEAR PLAN.

By
W.G. NAIDU
Training Officer,
(Management Development)
Heavy Electricals (India) Limited, Bhopal.

In the light of our considerable (21 years) experience of planning and administrative experience of implementing these plans, it is a fruitful exercise to focus our attention on the administrative aspects of our approach to 5th Five Year Plan. This will save us from disappointment at failures as well as from finding scapegoats for our failures later on.

We learnt something from the failures of the first plan and tried to mend our fences. They were mainly due to our inexperience and inadequacies of the administrative apparatus that we inherited from the colonial administration and which proved to be inadequate to cope up with the challenges of the development administration in independent India. The main defects of the administrative apparatus were diagnosed mainly at two levels:

1. The mechanics of administration i.e. the slow moving, tortuous procedure, rules and regulations, which came in the way of expeditious implementation of development projects and welfare plans.

cont...2/p

2. At the attitudinal level, it was found that the bureaucratic set-up at Headquarters and districts adopted the "Burra Sahib" approach even in regard to development administration.

Therefore during the second 5 year plan, we tried to inject some sort of administrative reforms into the entire administrative set-up. But as we all know they were piecemeal and did not have any impact on the services' attitude or on the manner of their working. The Presidents of IIPA have referred to these aspects year after year from this very platform is an eloquent testimony to what I am saying. Therefore a full-fledged, high-powered Administrative Reforms Commission was created to bring about radical reforms in the administrative organisation of the country. At least we were told so. The ARC did do a fairly good job of its work within the limitations under which it functioned. It touched on every aspect of our administration covering even agricultural administration, the management of public sector enterprises etc. And yet in 1972, three years after its labours were concluded, we are again at the same old question of discussing the administrative aspects of our approach to 5th Plan.

2. PLANNING FOR RESULTS

All planning as an administrative/management technique is concerned with the anxiety to achieve results. Therefore any consideration of the administrative aspects of our approach to any plan must have as its major concern the objective of achieving

contd...3/p

results. How best to achieve results by the effective administration of 5th plan projects? Is our administrative machinery tuned to achieve this objective? Do the members of the administrative services have strong empathy for the people whom they are administering? Do they have stake in achieving results? Are their future promotions and career prospects directly linked with the achievement of results? These are some of the administrative aspects which must be considered in depth and institutionalise the linkage between achievement of the individual officer entrusted with development administration and his future promotion. How to do it?

3. MBO APPROACH FOR DEVELOPMENT ADMINISTRATION.

The Government of India, through its Bureau of Public Enterprises, has been advising the management of public sector enterprises to adopt MBO for effective management of these enterprises and to achieve profits. The time has come for the Government of India to adopt some of the management techniques like MBO (and also Programme Evaluation and Review Techniques) in administration. For so long, administration for the administrators has meant implementation of Government's decisions without any concern for its effectiveness in achieving results. But partial success in our previous three plans and the urgency of economic development casts heavy responsibility on the Government to make administrative services result-oriented. This can be done by adopting MBO technique under which the targets to be achieved for

contd....4/p.

each Department, for each officer from top to bottom is fixed by the Senior Officer by mutual discussion and consultation at the beginning of each year of the plan. The administrative machinery should then set forth to achieve the predetermined targets. The feedback to be obtained at suitable intervals should keep the senior officers informed about the progress and achievements of their subordinates. This will enable them to rectify errors, take alternative action where necessary so that set targets are achieved at any cost.

The officers performance Appraisal should be directly linked with the results achieved and his future promotion & career prospects should depend on this performance Appraisal. This system should include every officer be they from IAS/ICS or a village level worker. This system alone will make our administrative services result-oriented and develop in them some stakes.

4. 'PERT' FOR FEED-BACK

Development administration should also be enjoined to use the Programme Evaluation and Review Technique. Because all plan activities are time-bound. This will enable them to plan in advance various activities to be performed, their timings, allocate resources and to keep an eye on how progress is being made. In case of difficulties and problems they would be in a position to review the situation and reallocate the resources before it is too late. There is a misleading notion that PERT can be used only for complex Engineering or construction projects. But it can profitably

contd....5/p.

be utilised even by a Housewife for cooking a ten course dinner/lunch for guests.

5. INFLUENCES THAT SHAPE CIVIL SERVANTS ATTITUDE

Ever since independence, everyone from the Prime Minister downwards have laid stress on the bureaucratic attitude of the Civil Servants at all levels of administration, - their lack of empathy, their imperviousness to the feelings, hopes and aspirations of the common people they administer, their condescending attitude-in short behaving like brown "Burra Sahab". This criticism, even 25 years after independence persists. Even last year President and bulk of the IIPA members referred to this aspect of the Civil Service. Why is it that our administrative services are riddled with men whose attitude is not service-oriented but status-oriented? Is it confined to only Civil Servants Or it is true of educated elite in other walks of life like the newly emerging Managerial class in public/private sector etc. also? What is the cause of this attitude? Is it the upper class origins of the Civil Servants? or is it due to English education that alienates this class from their less fortunate brethren?

My feeling is that the attitude of Civil Servants is not something different from that of other educated classes in other professions like Teaching, Medical or Engineering. Their values, their attitude to life, their hopes and aspirations are identical.

contd....6/p

But the only difference is that being in the seats of power, the Civil Servants' attitude has impact on others at some point or the other, more so now-a-days since administration has become all pervasive and this becomes glaringly obvious. Given the opportunity to control the power-centres in society, these other professionals also display the same impervious attitude, the same biases and the same attitude of superiority. Perhaps the reasons for this sort of attitudinal problem have to be sought deeper down in our hierarchical, closed social structure. The formation of this narrow, narcissus-like attitude starts at home in our childhood. It is further nourished and whetted by the Western system of education. The dominant streak of this system is that of careerism which has come to mean professional, technical or Managerial work with a security of tenure. It usually begins with a college degree and hence within the reach of the educated elite only. It is for this reason that educated elite belonging to diverse professions - bureaucrats, doctors, engineers, professors are all engaged in a rat-race to obtain fruits of personal comfort, affluence and cosy life. Using their knowledge of English language, of the administrative procedure and of location of power centres in the society, the educated elite in alliance with the bureaucracy manipulate the strings of power in such a way as to convert every socialist scheme - Housing for the poor, ceiling on agricultural land & on urban property, financial assistance for the agriculturalist or cooperatives - into instruments of profit for the privileged class so that all the plums go into the pockets of the educated elite. The indifference,

contd...7/p.

capacity and lack of commitment to socialism or concern for the poor is equally pervading all educated persons. But it is more noticeable among the bureaucrats because the civil servants occupy the seats of power on the "cutting edges" of the administration, which is supposed to provide the societal thrust for ushering in socialism. The other groups remain in the shadow as they do not occupy strategic position in society.

It is this goal - the lure of affluence and cosy life - that creates pressures on college admissions - specially the professional colleges. It is also reflected in the jam packed educational curriculum. As George S. Odiorne observed, "The typical high-schooler in a modern suburban high school lives the life of an executive in many respects. His date book is sprinkled with appointments for committee, clubs, counselling sessions, organized activity, lessons & developmental programmes of all sorts, that would tax many executives of past years. high school today resembles more and more the life of the careerist as it will be lived a decade hence when he has accepted a position as a junior management trainee, rising young lawyer in a large law firm or cadet engineer with the giant corporation. Careerism may even extend into grammar school when parents begin to sharpen the careerist tendencies of their children at an early age"¹

1. George S. Odiorne: The Training by Objectives (Macmillan, 1970) PP. 322.

There are two ways of breaking this monopoly of the educated elite viz. (i) by a massive socio-cultural revolution on the lines of Maoist revolution to bring about change in attitude. This possibility in India is remotest (ii) There has to be a massive educational reform to change the value system of the educated elite. We have lost this opportunity by tinkering with our educational system without any change. If we do something new, its effects will be realised only 15-20 years hence.

6. SENSITIVITY TRAINING TO UNFREEZE CIVIL SERVANTS ATTITUDES

The other short-term and urgent solution is to give a spell of Sensitivity training to the Civil Service at all levels and bring about attitudinal change and improve their Inter-personal competence. The goal of the Laboratory design should be to create:

- (1) Understanding self so that they can relate to others as free, open and congruent persons and to discover his blind spots which hinder the Civil Servant from being fully productive.²
- (2) Awareness and perception of the effect of his own behaviour on others so that he could change or adjust his behaviour which will help him develop Inter personal competence. This will develop total enhancement of the individual.

2. National Training Laboratories: Issues in Training P.34.

Attitudes are organized and integrated around the person's self-image. Therefore they result in stabilized, characteristic ways of dealing with others. The mere suggestion of the need for change not only implies some criticism of the person's image of himself but also threatens the stability of his working relationships.³

The self-image of the ICS is based on following self perceptions:

- 1) That they are the intellectual cream of India, that their administrative ability, competence, integrity is unimpeachable and beyond question, that their judgement, decisions and authority can not be challenged. Their self-image based on above factors was reinforced both by the people and the British Government by treating them as omnipotent and omniscient, as guardian angels, by liberally granting them special privileges. No wonder the ICS really felt that they were heaven born, the tough minded Administrators forming the "Steel frame" of the British Empire. This attitude of the top administrative class of India set the tone and tenor of administration at every level.

When Independence came this attitude could have been unfrozen by giving a jolt to their self-image and role expectations of the Civil Service by radically changing all the contributing factors that perpetuated this self-image. But in that moment of weakness called magnanimity, our constitution makers failed and

3. Gordon Lippitt: Organisational Renewal, P.220.

enshrined in the constitution all that the ICS had inherited from the British, thus perpetuating their self-image of being the heaven born service with its "Burra Sahab" attitude. In the past 25 years this has done great harm as ICS and their attitude became the guideline and model of behaviour for the new entrants to the newly created IAS as well as others including the Managerial Class in the public enterprises.

Mrs. Indira Gandhi, has taken a significant and correct step in 1972 by passing the bill abolishing all privileges of the ICS. Though a correct step, it has come 25 years late when the damage has been done. This step is bound to unfreeze the ICS attitudes but their tribe & tenure is vanishing. But it will certainly have some impact on other areas of administration, for this Act conveys a certain message which is clear and unambiguous.

Second aspect of the Civil Servants attitude is that they know too well about their administrative ability and their competence in handling their job functions. But what they are unaware of is that their behaviour, posture, gestures, tone of voice and ways of reacting to people and situations greatly influence how other people react to them and the job they ask them to do. The more the Civil Servant understands himself and how his behaviour, consciously or unconsciously will affect others, the more effective he can be in his relationship with other human beings. The objective is for the Civil Servant to be more sensitivity training can assist in sharpening these senses.

contd...11/p.

For what we need today in administration is human beings with empathy, understanding of hopes, fears and aspirations of the administered, men who can respond and relate with them at the feelings level and not administrators with taciturn, emotionless faces sitting behind masks and facades of being intellectually brilliant and competent administrators, conscious of their authority power, and privilege and carrying the label of IAS/ICS.

Therefore there is still hope to retrieve ourselves from a bad situation. That hope lies in adopting Sensitivity Training as a core and vital part of training of all new recruits to the IAS and other Central and State Services and also in the Development Programmes for Civil Servants organised by IIPA and numerous Training Centres under the Ministry of Home Affairs. For this way alone we can foster and develop and influence attitude of the Civil Servants in direction which the Administration regards to be in his own and Administration's best interests.

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI -1.

MEMBERS' SIXTEENTH ANNUAL CONFERENCE
(October 29, 1972)

Administrative Aspects of an approach
to the Fifth Five Year Plan.

by - P.K. Ray, Calcutta.

We have grown in knowledge and intelligence but not in wisdom and virtue. For lack of the latter, things are inter-locked in perpetual strife. In moulding the material environment, we have made great advances, but in improving human relations, we have not. Humanity moves forward by a series of jumps caused by man's free action. When we are conscious of the present situation, it means that we can act in it purposefully. To grasp the nature of the situation is the first step towards mastering it. To understand it rouses the will to modify it. Man has to adapt himself to the conditions about him. Man cannot live and work without hope that humanity is really capable of rising to a higher moral plane. Man's highest destiny is to become more humane, more capable of sympathetic understanding. It is a creative transformation without permitting any feeling of dominance or inferiority. Belief and behaviour go together. A good tree bringeth forth good fruit. All epoch dominated by belief bear fruit for their people as well as for posterity.

Administration means Management. The human machinery that implements programmes to ensure execution of the policy formulated by the government is an effective instrument of action. Human element of the machinery is the most important feature in the present technological advance brought about fundamental change in the concept and field of management. Administration with its new executive style has been a big social revolution. Executives in the administration should exercise meaningful and effective influence on shaping of the country's socio-economic structure to achieve the objectives of Five-year plans. Planning in India is to promote a rapid rise in the standard of living of the people by efficient exploitation of the resources of India, increasing production and giving opportunities to all for employment in the service of India, where top executives should not remain outside the fence but should take active part in actual field work and should be responsible to the requirements of growth and change and maintain harmony and close human relations based on understanding and to play its new creative dynamic role so that entire rank and file in Administration may feel as dedicated participants in administrative set up. Social process and social responsibility is implicit in administrative function in tune with the spirit of the age. Involvement of the

people in entire process of Planning, talents outside government, i.e. from open market should also be utilised in the formulations of planning and its effective implementation. Administration has to work for new social ethics and society at large to ensure effective fulfilment/establishment of socialistic pattern of society in deed. Administration must now be more conversant with the various social problems and devote more for their human solutions. In the conduct of public life, administration relates to objectives and lays down appropriate pattern of organisation and it takes over the task of attaining the stated objectives. Administration has the management function indispensable and inseparable. In the whole field of planning it is the effective administrative management of economy that brings success and it should be a continuous process that should increasingly motivated all rational human action for effective achievements, picking up talents in the administration either by direct appointment or by appointment on lien from open market both private and public sector to infuse new and fresh blood and the administration should not be ^aclose shop. Talents anywhere should be recognised by placing "the right man in the right place", to enthusiastically enable

each individual to contribute its talents effectively to its mite to ensure meaningful establishment of Socialistic Pattern of Society, wherein every individual unit known as humble "Common Man" feels that India is his and he is for India. Improvement of administrative talents is no less important than nationalisation.

Administration is a crucial factor in development to ensure its enthusiastic influence and sustained effort reach out to every level of society in order to accelerate economic development, social changes heightens the sense of participation and close up the gap between the governmental administration and the people. It is the task of the administration ultimately to carry out the policies hammered out utilising available the practical wisdom to guide in acquiring grasp of the intricacies of administration. The attitude of superiority bordering an arrogance is an extreme whereas the passive "Laissez faire" being the other in the administration, both are out-dated in Free India. Courage and conviction in the task of administration is the need of the day. Crisis in the morale of the administration is (i) gross lack of sense of urgency - red tape, (ii) fear and timidity resulted in their interest in having job security. Timidity and servility in administration

make it hesitant, incapable of taking decisions, and hampers the speedy and effective implementation of policies, (iii) debility, (iv) suspicion, (v) caste and regional rivalry create factional groups within, create difficulties of co-ordination vitiate administrative rationality and twist to administrative matters so as to prevent decisions purely on merit. This crisis is detrimental to administrative efficiency, (vi) power-hungry-government programme is good but so long as the people are power-hungry nothing could be done, (vii) corruption, (viii) conflict between politicians and executives. Honest advice should not be resented. Sense of frustration should be combated at all costs. Administration should have a very clear appreciation of what the public interest and welfare is, any pressure to sabotage great plans of social welfare, which is most significant in development, should be resisted. Citizens grievances must be brought to the notice of the administration through continuous and effective channels either through direct approach in person or through letters. These approaches should be taken up very earnestly to ensure redress as far as practicable in the shortest time. "Justice delayed means justice denied" should always be kept in mind. If this is given effect to with earnestness, administration could easily

dispense with much time lost in attending reminders or double approach for a single cause. (ix) Narrow political consideration to favour a particular person amounts to nepotism and this should be tactfully avoided so that the dignity of the administration is well maintained before the public estimation.

Certainty in behaviour is one of the principal need of the administration. (i) Honesty, (ii) straightforwardness, (iii) neutrality, (iv) frankness is the need in the permanent instrument, the administration dedicated to work and devotion to the objectives of social justice and public welfare, qualities of courage and conviction and loyalty to ideals are indispensable, and administrative decisions should not be cramped by fear or favour. Sound practice corporate and individual objective find fruition to maintain robust health as an ideal organisation. Receipts of letters, maintenance of files/record, to process the same with elaborate notes stating in detail arguments both (a) in favour and (b) against the prayer, strictly without any concealment of facts, previous decisions and manipulations to satisfy the whims of the dealing assistants should be effectively given effect to. Destruction or removal of records disastrously affect administrative continuity and should be severely dealt with with exemplary punishment. Administrative morality and lofty image should be well maintained and nourished.

Administration should have grasp and genuine awareness of the problems of development and recommendations or decisions delayed over long periods of time dampen the spirit, fails to widen the spheres of administrative competence in the realisation of developmental programmes. Our plans have suffered a great deal in implementation. Efforts should be made to discover (i) the causes of failure to reach the target and (ii) fix up or pin point the responsibility for failures, (iii) enough attention be given to the nature of policies which often contain the seeds of their own failure (iv) loopholes should be securely plugged to ensure implementation.

All people who are in charge of administration of the projects should have a commitment to the service of the people and their welfare. They should think people as individual humanbeings and should be loyal to the guiding principles of our constitution and to the adopted national objectives and responsive to social needs associated with a sense of personal involvement with the welfare of the people. This means dedication and social commitment as essential qualities in the administration to follow the goals of policy laid down. Administration must not bring politics into their

professional role as advisers and must develop the elasticity to adapt to the rapidly changing society and develop the capacity to foresee difficulties and prepare to meet them with close and continuous exchange of experience. Administrators at all levels should have close contacts in two worlds- the little world of his office with its files and rules and routine jobs to carry as humanly as possible to the ideals of justice, social welfare and impartiality and the outer world of men and women and their manifold problems, their growing aspirations and legitimate demands. With this outer world, he must be in continuous touch. Administration is not self-contained and self-regulating but as instrument humble but important for furtherance of specific social interest and therefore intimately concerned with this world at large and its problems. Public policy experience of the administration gives rise to new public policy measures, organisation. Decision-making has been regarded as the central theme of all administrative activity, the focus shifted largely towards development activity. Five year Plans were drawn up without considering administrative ineffectiveness and prescription of remedies for meeting the development needs. There had/have been no conscious, well co-ordinated centrally planned and

deliberative process of thinking, deep in its diagnostic analysis which could have ignited a really consuming reform-fire, fore-thought and far-sight so urgently needed. Building up of an administrative capability form as integral part of the all-round national development efforts, necessity of sharpening the blunt edge of administration. Time and tide are ever dynamic, no one can dip into the river twice, as nothing stays the same for long. Administrative rank and file together with the people essentially have to be made optimistic otherwise development activity and reform become a cynical game of manipulations.

Administration should strive to secure the best possible result with the available scarce resources by providing new ideas, imaginations and visions ensuring a smooth flow of work neutralising weak links, over-coming difficulties and establishing good and healthy working environments into effective better economic performance may have the following functions-Planning, Organising, Motivating, Controlling for getting the work accomplished. Division of work, authority and responsibility through the efforts of the people should be ensured. Results are entirely dependent upon the manner in which these are effectively utilised by human resources, which are capable of maximum growth and development. Administration

is primarily concerned with human resources only which deals with other material resources keeping pace with progress of time and modern technological advances. Discipline, sub-ordination of individual interest to the general interest, unity of command, unity of direction, remuneration, stability, initiative and "esprit de corps" are most important factors, to ensure creativeness to achieve the deared goals and aims of planning. The solution and decision is the product of multiple judgment and the administration is the prime mover to generate energy and development is the consequence.

It will be a bad day for democracy if the opinions of executives are prefabricated, and they develop the bad habit of silently opposing any policy decision even against their own advice tendered in good faith and if unconstitutional measures are not strongly protested and justice is not fought. For unity of India and for sound strengthening the administration, the concept of a continuous administration are absolute necessity. Authority, trust, confidence and respectability the strong social inter-relations and administration reposed with them can easily translate itself in large measure into social leadership orderly socio-

economic growth in close dynamic touch with the common people in a new context of resourceful leadership of the administrative fraternity and prominence.

Efforts to be made to involve the people in the process of planning at the grass roots. Backward areas would be 'one of the guiding stars of development'.

The shape of the future gives us much concern with all the resources at our command, with all the gifts with which we have been endowed, with all the powers that we have developed, we are unable to live in peace, prosperity and safety.

....

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI

MEMBERS' SIXTEENTH ANNUAL CONFERENCE
(October 29, 1972)

ADMINISTRATIVE ASPECTS OF AN APPROACH TO THE
FIFTH FIVE YEAR PLAN - LACK OF BUREAUCRATIC
RESPONSE.

Dr. (Mrs) Inder Prabha Sharma,
M.A.(Pol.Sc.&Pub.Admn), M.Ed., Ph.D.
Lecturer
M.G.N. College of Education,
JULLUNDUR CITY.

The Fourth Five Year Plan (1969-74) like the earlier ones has clearly identified the need for proper implementation in the planning process. This presupposes an efficient administrative system and a bureaucracy which are on the move and are capable of quickly implementing the decisions of the political executive. Looking back over the last twenty five years, it appears that the main reason for our short falls has been apart from other reasons- the negative role of the bureaucracy. All that mattered to us was the administration with its extensive rules and regulations, its weighty statutes and precedents, and its neat and regulated hierarchies and jurisdictions. Ragni Kothari thinks that the bureaucratic influence has permeated to

our private sector industries, our Universities and large research establishments, our voluntary and cultural Institutions, indeed almost all segments of our life.¹ In the presence of strong bureaucracy, every thing in the country gets centralised and there is negation of both-democracy and socialism. If the policies and programmes of the Government are to be worked out in right earnest, the administrative implications may please be taken into consideration. The Prime Minister expressed the same point when she asked her party men not to vie with each other in advocating more and more radicalism and asked, 'where is the organisational structure and administrative set up to implement a more radical policy'? It is utterly erroneous to reduce the problem of the bureaucracy to one of corruption, nepotism or red tape. These evils exist and have to be tackled but they are not the main problems nor are other administrations of other social systems free from them. The first and most important problem is the class orientation of the administration.

Two Decades of Administrative Planning:

The Planning Commission prepares the final, coordinated, comprehensive plan for the whole country and maintains a systematic review and check on the various stages of implementation. The Commission has been fully aware of the important role of administrative machinery in the successful implementation of the plan projects. In all the Plans it has regularly devoted attention to the identification of administrative problems and made recommendations to meet with the problems and difficulties. A look at these will be rewarding.

In the First Plan, the Planning Commission recognised the weaknesses of the administrative system to be (a) corruption (b) impaired efficiency and delay in disposal of cases; lack of adequate supervision and inspection of government offices; unsatisfactory methods and procedures; particularly financial procedures; (c) certain inadequacies of the personnel system such as those relating to recruitment and training for new kinds of administrative functions, incentives and rules of punishment. The plan suggested measures to improve the administrative machinery in the desired directions. It recommended improvements in the law and practice relating to offences involving corruption. Civil servants, with a bad reputation should not be placed in a position in which there is considered need for discretion. For improvement of efficiency, it recommended greater delegation of authority, reduction in the burden of the Secretariat, review of organisation and methods including simplification of procedures, better financial procedures that "too great an interference with the initiative of the administrative authorities in carrying out their own programmes" may be avoided. There was a separate chapter about administration of development programmes at the District level and below. It was pointed out that the District Officer's work and responsibilities were going to become more heavy as a result of implementation of development and programmes. It was recommended that the District Officer might be given the assistance of a senior officer to look after development work;

the size of a district might be altered for the sake of efficient implementation of the plan or more sub-divisions might be established; and local self-governing bodies might be encouraged to assume much greater responsibilities in development programmes.

The Second Plan identified some broad categories of principal administrative tasks. It called for ensuring integrity in administration; devising speedy, efficient and economic methods of work; providing for continuous supervision, and arranging for objective evaluation of methods and results at regular intervals; building up organisation for efficient management of public enterprises; and organisation of large scale training programme in all fields. The need for strengthening the planning machinery of the States received mention for the first time in the second plan. Also greater and more detailed attention was given to problems of developmental administration at the district level than was done in the first plan. Special attention was also given in the second plan to personnel requirements and training the engineering the technical services particularly at the lower level. There was detailed mention of public enterprises. Greater delegation of authority and greater freedom for the executive or operating units was recommended, both in the administrative departments and in public enterprises, for greater efficiency as well as the development of subordinate officials. There was greater stress placed on the need to build up in a planned manner administrative

and technical services. There was also more detailed suggestions about the setting up of district development councils and their functions, and more stress on the need for ensuring effective regional co-ordination and supervision of district work.

The Third Plan described the primary aim of reform as to ensure high standards of integrity, efficiency and speed in implementation. We also find the problems of development administration at district level practically cease to interest the Planners by the time of the formulation of the Third Plan. Emphasis was placed again on the need for delegation of authority from the Ministries and Secretariat to the executive departments of administration and within the departments. The need for autonomy for public enterprises from Governmental and Parliamentary control was stressed with the suggestion that Parliament be content with periodic inspection by one of its committees. The need for delegation of greater financial powers to Departmental heads was also pointed out. Measures for economy in construction works and better planning of large projects were dealt with in some detail for the first time. However, in regard to both these subjects, only some very elementary principles and guiding rules were mentioned. The Third Plan recommended the specific responsibilities be fixed on agencies concerned and, within defined limits, individuals be given full responsibility. The Plan said there was (still after ten years of recommendations for administrative changes) "need for far-reaching changes in procedures and approach and for re-examination of prevalent methods and attitudes".

The Fourth Plan (Draft as well as Final) was vague and there was hardly any sign of sophistication except that it made a very candid admission of the failure of administrative changes. By way of describing the achievement of the objectives of the previous three plans in public administration it only makes the general statement that "in several directions, as a result of work done during the Third Plan and the studies undertaken, deficiencies in implementation are now more closely identified, the use of improved methods and techniques has been more fully demonstrated and the improvements to be made in the immediate future and the conditions requisite for them are known. The ground for a concerted drive for a better implementation of plans has been prepared". Fifteen years just for preparing the ground only. It evades the question of basic changes in the administrative system on the plea that the recommendations of the Administrative Reforms Commission are not yet available. "Over the next year", therefore, measures for strengthening the administration which have already been established must be carried on. The rest of the chapter goes on to state some common place advice about management and administration.

The fourth plan is notable for having ignored almost completely some old problems like that of integrity. It has given a new emphasis to management of industries, programmes management and to project planning. It repeats common place advice about economy in construction that was given also in the third Plan. The Planning Commission has outlined basic approach

to the Fifth Plan as to consist of a direct attack on the problems of unemployment, under-employment and massive low-end poverty. The essential ingredient of this line of attack is the provision of employment opportunities on as large and wide a scale as necessary. The tempo of investment in the employment-intensive programmes would be substantially stepped up. To provide for the guarantee of minimum level of income from work, employment will have to be expanded by stretching administrative, institutional and financial efforts to the maximum. The general programmes for expanding employment opportunities will have to be supplemented and coordinated with specific programmes to tackle the problem of the educated unemployed. Major thrust will have to be (i) Comprehensive direct tax reform to check evasion and avoidance of all kinds and to make the tax system elastic to income growth, and (ii) To bring agricultural incomes within the tax net. In this effort it may be necessary to go beyond the recommendations of the Wanchoo Committee. It is expected that the Raj Committee would provide valuable suggestions in regard to taxation of agricultural incomes. The remaining two years of the Fourth Plan must be utilised to push through this comprehensive tax reform. The minimum needs programme will naturally have to be based on the active involvement of all sections of the population. For the success of this programme, financial and administrative decentralisation will be necessary which will ensure public cooperative as well. Both in regard to the intensive employment programme and basic minimum needs programme,

the importance of implementation cannot be overemphasised. There is need to avoid delays, leakage and waste. Part of the problem of implementation arises because programmes are not soundly conceived and properly structured. Coordination of the various schemes for rural employment and those for the benefit of small and marginal farmers and landless labour would ensure a more effective and fruitful implementation. Secondly, there will have to be a considerable decentralisation of planning, decision-making and implementation. This would call for an effective system of multi-level planning. A very tentative estimate of the cost of the proposed programme is Rs. 3000 to Rs. 3500 crores for the five year period. The concept of a national programme designed to provide facilities in every State to satisfy minimum norms entails that the necessary financial resources should be made available to each State in accordance with proven needs. To ensure effective utilisation of funds released for these programmes, the implementation capacity of each State will have to be adequately strengthened. Effective mechanisms to ensure both these objectives will have to be evolved.

Turning Point:

As a solid industrial base has been built up, production of hundreds of goods, from powder to computers has started. This capability alongwith the quantum of such production places India amongst the top ten highly industrialised countries of the world excluding centrally planned economies such as China, the U.S.S.R etc. Some of the latest trends worth noting are :-

(a) We are in a happy position as regards the self sufficiency and self-reliance and financially also as there has started self-sustaining growth.

(b) There is optimism born out of the richness of resources of the country in terms of the large mineral deposits, sizeable man power and the break-through in Agriculture.

(c) There is also political stability. But there is failure in moral leadership at all levels- the political level, the trade Union level and the relevant levels in the rural economy.

(d) There is a general shortage of trained administrators with developmental skills. The Secretariat organisation has however, started taking keen interest in solving some of the personnel problems.

The following are some of the factors which have to be kept in mind before suggesting any administrative reorganisation.

(a) We have failed to get people as a whole involved with any enthusiasm or sense of discipline in the total national effort at economic growth. It is always somebody else's business. In 1952, Nehru gave a fresh look by introducing Community Development, but that too bogged down in an administrative Jungle.

(b) We never learn from experience. The theory that nationalisation will solve all problems has proved false, but still we cling to it.

(c) It is distressing to Head Wanchoo Committee Report about our Moral Standards. Black money is corroding the economic base.

(d) We live in a world of slogans and myths. We have not displayed enough initiative in picking up modern technology.

(e) Seldom do the planners in the plan formulation think of the critical factor of the capacities of the government and of the people to rise up to the demands. There is an implementation lag with respect to the policies which have been formulated.

Industrial Management:

After Independence, the responsibility of steering and managing our Industries fell on three categories of investors- the Indian trader or the early industrialist, the foreign companies and the State. No body know the running of these industries, hence the role of professional manage. At that relevant point of time, there was a few professional managers available in the foreign-owned companies, to a limited extent in the Indian-owned companies and relatively little in the State-owned companies. For the growth and development of practising managers, the All India Management Association was established in 1957 and around this time there was management associations in larger industrial centres like Calcutta and Bombay. Two National level Institutes of Management at Calcutta and Ahmedabad were also established in the early sixties for the purpose of preparing our youngmen for a career in management.

The Government of India also constituted one Industrial Management Pool in 1957-58 for assisting in the running of public undertakings. In the second decade after Independence, Professional managers were able to break the ice and fulfil their responsibilities to the nation in a limited way.

Today in India, professional Management is accepted at the operational level, but not yet at the control level. For top managers, intellect is not enough; the will to get things done and the inherent capacity to carry others with them are also essential.

Developing Challenges:

The past 25 years have been a period of explosions in population, education, expectations, economic development, political and social relationships. All these momentous changes and compulsions of a welfare state followed a socialist ideology, have tremendously added to the variety and complexity of functions developing on Government. The public services on the other hand have not been able to uptodate their training and experience. They have their eyes fixed on the past and never peep into the future. By tradition and training, work for rules rather than results. Just as tools and techniques are important for industrial production, procedures, methods of work, attitude of mind determine the efficiency and efficacy of an administrative organisation. Development without a well

organised and effective bureaucracy is not conceivable in the developing nations.⁵ The Administrative Reforms Commission in its Report on Personnel Administration stated that,

"A theoretically perfect administrative structure and unexceptionable methods of work may be devised, but they will be of little avail if those who man the administration are either unequal to their task or are apathetic to it. Again reviewing the current administrative situation, the Commission has stated that the administration today is involved in formulation of policies and implementation of tasks concerned with social welfare and economic growth, that science and technology".

Most of the burden of development is to be borne by the bureaucracy, therefore most effective use of the human resources of the civil service must be made by canalising careers within it so as to produce the skills and competence needed for the work of government today and to maintain efficiency and morale at higher levels. The administrators main function now is to

- meet changes as they arise, and in so doing, identify the weak points
- Bring into fusion all the relevant available knowledge and skills
- Evolve a course of remedial, structured action
- take the steps required to carry these out.

It has now been universally accepted that it is only the Government who has to be the principal planner, energiser, promoter and director of accelerated development effort.⁶

Joseph La Palombara has rightly cautioned that, "the time is evidently past when the public officials are expected to sit on the developmental sidelines, limiting their roles to fixing of general rules and to providing certain basic services and incentives for those private entrepreneurs who are the major players in the complicated and exciting game of fashioning profound changes in economic and social systems"⁷ In order to involve more people, the governmental organs have to provide incentives for social change and also remove serious bottlenecks and correct imbalances which affect the system. Therefore the focus of bureaucracy is to change. Fulton Commission has observed:

Technological progress and the vast amount of new knowledge have made a major impact on these tasks and on the process of taking decisions. Setting a new air port, buying military supplies, striking the right balance between coal, gas, oil and nuclear- powered electricity in a new energy policy- all these problems compel civil servants to use new techniques of analysis, management and coordination which are beyond those not specially trained in them.⁸

Committment-Bureaucratic Profiles:

The leaders were very quick to understand that plans beautifully prepared and contemplated become meaningless if bureaucracy puts obstacles. There exists a dichotomy between bureaucratic dispositions and needs of development. Though Paul Appleby judged the government of India "among the dozen or so most advanced governments in the world", he also pointed out that it was "designed to serve the relatively simple interests of any occupying power" and that it was not

adequate for an independent India and also that "personnel administration has too much feudalistic heritage".⁹ Hoselitz, discussing the problems of economic growth, has remarked "anyone coming in contact with government bureaucracy in India will encounter forms of behaviour which are not logical in the context of modern government of an independent state but are survivals from the time when India was a colony administered by the foreigners".¹⁰ Taylor, Ensuminger and their associates discussing the sociological problems of rural administration in India have commented that "..... the inadequacies of Indian bureaucracy are not due to the fact that it is a bureaucracy but due to a considerable extent to the fact that it carries too much baggage from the past".¹¹ Snowiss has suggested that the new administrators have not developed a new tradition but continue to draw strength that the ICS tradition which is not suitable to the administrative needs of modern India.¹² While Tinker has concluded from his observations that much of the British Indian Civil Service tradition has been adopted by the administrators of today,¹³ LaPalombara has summed up public administrators steeped in the tradition of Indian Civil Service may be less useful as developmental administrators than those who are not so rigidly tied to the notions of bureaucratic status, hierarchy and impartiality. The economic development of a society, particularly if it is to be implemented by the massive intervention of the public sector, requires a breed of

bureaucrats different (e.g. more free wheeling, less adhering to administrative forms, less attached to the importance of hierarchy and seniority) from the type of man of law and order.¹⁴

Nehru had already said

I am quite sure that no new order can be built in India so long as the spirit of the ICS pervades our administration and our public services. That spirit of authoritarianism--cannot coexist with freedom.... Therefore it seems essential that the ICS and similar services must disappear completely as such before we can start real work on a new order.¹⁵

He now asked the official to develop the qualities of a popular leader.¹⁶

The intricacies of the assignment given to the administrators were best expressed in a statement by a former Union Home Minister of India, Mr. G.B. Pant. He pointed out that officials cannot work with an attitude of condescension towards the villagers as "superstitious men who deserve contempt" for

To serve the villagers, you have to identify yourself with rural life; to find joy in the air you breathe and consciousness of the fact you are engaged in the act of building of a new society. You have to train people in the art of life and in the art of living. You have to see that they move, they move onward and they are not pushed onward artificially. Let them learn the art which will enable them to secure for themselves what we want them to possess. Unless you try to influence without imposing something from above, your success will be short lived.¹⁷

It is argued that Indian bureaucrats do not carry orientations that are production oriented. As soon as Prime Minister talked of commitment- a Controversary sprang up.

Different meanings were given to the otherwise simple term. The word 'commitment' is often used in the following three ways.

(a) It is used in the sense of professional dedication. There should be an attempt to understand the objectives of government at a particular point of time and the same may put into practice with a sense of enthusiasm and not in a routine manner.

(b) Some would like about the quest of the personal loyalty of the civil servant to the Minister or to the elected elements.

(c) As a civil servant takes oath by the Constitution of India, he is morally and legally under an obligation to be committed to the spirit and word of the constitution.

Need for Commitment:

It is argued that the government which is committed to socialist policies and programmes will not be able to deliver the goods if the civil servants are not committed to the socialist philosophy. In development administration, civil servants have to play a positive role. This role can be played effectively if they are emotionally involved in socialist-programmes, such as distribution of surplus lands to the landless allotment of house sites, implementing rural unemployment schemes etc. In particular,

(a) It is widely believed that many of the top civil servants have no faith in socialism. After retirement, a good

number of I.C.S. officers have either joined the ranks of a political party like Swatantra or the companies of larger Industrial Houses.

(b) An over-whelming majority of the officers who still take decisions at the top level are those who were recruited during the British rule. The most impressionistic age of these civil servants was spent in equipping themselves with rich heritage.

(c) The I.A.S. is the successor to the I.C.S. but very little change has so far been affected either in the system of recruitment or their inservice training.

(d) Civil service has become a most important powerful 'vested interest' in the country. Traditional Hindu Caste system is making its appearance in the services. On social level, "there is hardly any mixing between these categories of personnel, in New Delhi particularly, life is so stratified that the injection has spread even to the families of civil servants, perhaps in an even more virulent form. Wives and children glory in the official positions of their husbands and fathers, with the result that genuine social mixing is limited to a narrow spectrum of official cadres, which in turn leads to poor fellowship in public offices".¹⁸

(e) While the authority and responsibility to translate the political objectives of the ruling party is exclusively that of the regular civil service, the total responsibility to explain and pay the political price for the non-implementation is that of the party in power.

(f) To a large extent the citizen judges the work of the administration from the way individual civil servant behaves. Many of the civil servants exhibit traits of authoritarianism. The empirical study conducted in Delhi¹⁹ reveals that there is greater criticism in India of the bureaucracy despite basic acceptance of the policy goals and the prestige of Government, a different patterning of the components in the support and hostility syndromes, and greater hostility and negativism towards the administrative system in the middle and upper social strata.

Neutrality:

The traditional concept of bureaucracy is that it has to be neutral politically. The members of the Civil service, specially at the higher levels should not take part in the political processes. This theory is based on the assumption that there is dichotomy of the governmental processes- decision and execution. E.M. Gladden talks of the partnership between the administrator and the politician as, "the choice is between bureaucracy by design and bureaucracy by default, the bureaucracy of efficiency and the bureaucracy of incompetence. The former has its dangers and needs careful safeguards, the latter spells inevitable disaster. When declined, its bureaucracy did not disappear, it became an increasing burden upon a dwindling eminence. From an efficient service it declined into an inefficient bureaucracy, a cancer absorbing the dwindling nourishment of a dying civilization. Today's symptoms are not so dissimilar as to encourage complacency."²⁰

The main function of the civil servant is execution, and decision making is the prerogative of the political executive. The neutrality concept presupposes that the functions of the state are minimum and manageable. We have inherited the tradition of parliamentary democracy in India from United Kingdom where the political system is much more crystalized with two equally strong contending political parties who have shared the task of running the British Government during the last many years. The British electorate has always been extremely enlightened and the British public fully conscious of its rights and responsibilities. For Indian conditions, Professor Appleby said, invocation of political neutrality on the part of civil servants in so as parties and politics is concerned tended to be made to appear to extend to programme neutrality. The result is an excessively and probably modernly unprecedented federal or collective kind of administrative system, cumbersome in manner, requiring too many inter-hierarchical conferences and utilizing paper in an unnecessarily burdensome way. Clearance is slow and laborious. Responsibility is diffused and concealed rather than concentrated and clearly identified. Action is retarded before the fact and insufficiently evaluated in course and after the fact". In short, neutrality means

- (a) The civil servants do not fight elections or join political parties.
- (b) They have the duty to serve all governments with equal loyalty.

- (c) They enjoy public confidence as being free from all political bias.
- (d) Ministers are also confident that they are obtaining loyal service from the civil servants irrespective of any party affiliations.

Commitment Vs. Neutrality:

The doctrine of neutrality is not inconsistent with the doctrine of commitment as the Prime Minister has also made it clear that her concept of commitment of the civil service did not positively imply any sacrifice of the neutrality of the civil service. In the U.S. Civil Service, for example, there is no sharp distinction such as prevails in Britain or India between the political head of a department and the top official, between the Minister who publicly speaks on policy issues and the officials who do not. As a matter of fact neutrality in the strict sense of the term cannot be observed in practice because of the following factors:

- (a) The process of policy decision-making is no longer confined to the Ministers and is taking place at all levels.
- (b) The bureaucrat has also to play a leadership role for the welfare activities into operation.
- (c) A civil servant influences the decision-making process by bringing out the realities of the situation.
- (d) The civil servants have to identify themselves with the political losses. They have to write speeches, initiate measures and help in putting many bills into legislature.

(e) A civil servant like everybody else is a child of circumstances and a product of the time. He is also influenced by the environmental factor.

(f) The civil servant takes an oath to abide by the provisions of the Constitution. In the Directive Principles of State Policy many programmes are given which have to be achieved by the Political Executive with the help of the civil servants. How is it possible to take a philosophic position that being neutral, a civil servant cannot take initiative in the furtherance of these objectives. ²¹

It is brought out that some outsiders may be injected into the wooden-headed and precedent-ridden bureaucracy. The bringing in of the outsiders would give a new direction. Some of the results likely to ensue have been pointed out as "there is one final problem to be touched upon, namely the tendency of all communities, and particularly democratic communities, to regard the public service as an incomparable dumping ground for those to whom the State owes a debt, a cheap way of meeting the nation's obligation to individuals. It is this tendency that has elsewhere greatly assisted the development of spoils methods of meeting old party debts, with a consequent devaluation of public office and depreciation in public efficiency".

New Bureaucratic Dispositions:

Administrative systems grow to cope with the developing needs of a multi-complex modern society and the process of expansion accompanied by various external or internal pressures often create tendencies to lose sight of the main objectives of development. The commitment, therefore, becomes necessary to make administration a fit instrument for carrying out the social and economic policies of the government. It is true that we have a parliamentary form of government and the possibilities of different parties with different ideologies coming to power cannot be ruled out. The commitment to a particular course, therefore may not be feasible. A country's development largely depends on how much its people and government want it and how much they are willing to pay for it. Unless Plan takes adequate account of a country's administrative and managerial capacity, and its will to develop, as well as its economic potential, the plan is not really so much a plan as it is a instrument of propaganda. Therefore during the Fifth Plan period, administration has to be made more action-oriented. Further personnel policies should be chalked out in the light of latest researches about efficiency ratings and honesty in performance of duties. The administrative machinery for the implementation of various programmes etc. should be so geared as to be conducive to speedy action and better performance. The following measures are very essential -

- (a) There is the need for spreading the feeling that profession of the civil servant is one of the highest forms of patriotism. The real commitment can only arise out of a sense of identification between themselves and the nation and of being engaged in the cause of national reconstruction. "It is the responsibility of democracy and democratic nations to create and foster such a sense among the civil servants."²²
- (b) There should be greater flexibility in approach and mental adjustment in the larger interest of the community. This flexibility and adjustment may not be used for shirking the responsibility or for side-tracking the major issues.²³
- (c) A good civil servant has in any case to be a committed individual, committed to the constitution as by law laid down, committed to the programme formulated by the Government in accordance with the mandate of the people by whom the Government has been elected, committed to the common weal and to the welfare of the individual citizen.²⁴
- (d) For inculcating the spirit of commitment to the programmes, there must be evolved a code of professional ethics by the civil service as a whole in itself.
- (e) Proper type of civil service Training has an important place in shaping right type of attitudes. William S. Torpay regarding training as "the process of developing skills, habits, knowledge and attitudes in employees for the purpose of increasing the effectiveness of employees not only in the present Governmental position as well as preparing employees for future Government positions."

(f) There should be a working partnership between the leadership and the people. There may be the blending of the bureaucratic, political and civil forces into a system of inter-communication between the government and the people. Participation must be more than symbolic if popular energies are to be channelled into the developmental process and if self-sustaining institutions are to be created to give development coherence and meaning in political life.

It may be noted that there is a need, always to bear in mind the most important point, namely, that the administration in an integral part of the super-structure and that without drastic changes in the social structure, not much that is beneficial can be accomplished in this realm. The Indian Revolution would not be accomplished by administrative reform. The role of bureaucrats rises in significance with the creation of every new public institution in the new nations. It is not easy how to get the bureaucrats into the spirit of the system and breed such enthusiasm that it becomes injections. Replacing a few officials or changing some positions will not provide the necessary impetus. The problem must be tackled from a psychological perspective and ways must be found to elicit their commitment to the developmental ideology.

REFERENCES

1. Ragni Kothari, "Performance and Prospects" Times of India Supplement, August 15, 1972.
2. Mohit Sen, Public Servants Regime New Morality, Expertise'. The States Independence Day Number, 1972, p.119.
3. Refer to the First Five Year Plan, Second Five Year Plan, Third Five Year Plan, Fourth Five Year Plan Documents.
4. Towards Approach to the Fifth Five Year Plan, Planning Commission, 1972.
5. Refer Ferel Heay, Public Administration, A Comparative Perspective, Bureaucracy and Political Development, Princeton 1963.
6. John P. Lewis, Quiet Crisis in India. Economic Development and American Policy (Bombay, 1963), p.25.
7. Joseph La-Palombara, op.cit.p.4.
8. Fulton Committee Report - Vol.I, p.10
9. Paul H. Appleby, Public Administration in India, Report of a Survey (Delhi: Government of India Publications, 1953), pp.8 and 14.
10. Bert F. Hoselitz, "Tradition and Economic Growth", in Tradition, Values and Socio-Economic Development, Ed. Ralph Braibanti and J.J. Spengler (Durham, N.C.: Duke University Press, 1961).
11. Carl Taylor and Douglas Ensminger and associates, India's Roots of Democracy (New York: Praeger, 1966), p.579.
12. Leo M. Snowiss, "The Education and Role of Superior Civil Service in India", Indian Journal of Public Admin. VII, 1, 1961, p.24
13. Hugh Tinker, "The village in the Framework of Development" in Administration and Economic Development, Ed. by Ralph Braibanti and J.J. Spengler (Durham N.C.: Duke University Press, 1963).
14. Joseph Lapalombara, "On Overview", in Bureaucracy and Political Development, op.cit. p.12.
15. Jawahar Lal Nehru, Autobiography (London: Meuthen, rev.ed.'53 p.282.

16. "Building up a New India" Kurukshetra (Delhi: Government of India Publications, 1967 rev.ed.)p.6.
17. G.B. Pant, "The Right Approach to the People" Kurukshetra op.cit.p.59
18. Refer R.K. Vepa - Public Administration - The Challenge of the Seventies' - I.J.P.A., Jan-March, 1971.
19. Refer Samuel Eldersveld Citizens and Administration in a Developing Democracy, 11 PA, 1970.
20. E.N. Gladden, Civil Service or Bureaucracy, London, 1956.
21. Refer M.K. Chaturvedi, "Commitment in Civil Service", Indian Journal of Public Administration, Jan-March, 1971, p.44.
22. P.R. Dubhashi, "Committed Bureaucracy", Indian Journal of Public Administration, Jan-March, 1971, p.39
23. Refer G. Mukharji, "The Commitment of a Civil Servant", Management in Government, Vol.1-No.4,p.13.
24. V. Subramaniam, "Role of Civil Service in Indian Political System", Indian Journal of Public Administration, April-June, 1971,p.256.

**

*

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI.

MEMBERS' SIXTEENTH ANNUAL CONFERENCE

(October 29, 1972)

ADMINISTRATIVE ASPECTS OF AN APPROACH

TO

THE FIFTH FIVE-YEAR PLAN

By

DR. SAKENDRA PRASAD SINGH,
Lecturer, P.G. Dept. of Pol. Science,
Bhagalpur University, Bhagalpur.

Role of the Modern State

In the past the machinery of the State was primarily intended for the maintenance of law and order. It means the state was a regulatory, police state. The state of today, on the other hand, is a welfare state. The government of a welfare state must concentrate on a wider and more positive needs of all-round development and progress. In keeping with this spirit, the state has practically ceased to be merely 'the keeper of the peace, the arbiter of disputes, and the provider of common and mundane services.' It has directly and indirectly become 'a principal innovator, a major determiner of social and economic priorities, the guide as well as the guardian of social values, the capitalist and entrepreneur or subsidizer and guarantor of most new enterprises of great

scale.¹ Finer rightly observes that the salient feature of modern government is its positive nature. It hardly fails to envisage any branch of the moral or material sides of human endeavour. 'The state is every where; it leaves hardly a gap'.² In fact, the state is viewed today as 'the representative of the people, the guardian of their rights and stipulator of their duties'.³

Effectiveness of the Civil Service

Thus the functions performed by the state to-day are enormous and all embracing. It is in this context that the institution of civil service has become an integral part of the modern state. What the civil service really does is to maintain the government as a 'going concern'. It 'oils the machinery of politics' by relating it to detached, disinterested and practicable experiences.⁴ Policy, programme, and management pose countless issues on which the civil service is obliged

1. Frederick C. Mosher, "The Public Service in the Temporary Society", Public Administration Review, Vol. xxxi, no. 1, January-February, 1971, PP. 48-49.
2. Herman Finer, The Theory and Practice of Modern Govt., (India, Asia Publishing House, 1961), P. 711.
3. Ezra N. Sulziman, "The French Bureaucracy and its Studies", World Politics, Vol. xxiii, No. 1, October, 1970, P. 133.
4. Harold J. Laski, Parliamentary Government in England, (London, George Allen and Unwin, 1959), PP. 312-13.

to come forth with its best judgement.⁵ Further, continuing development of new knowledge and new techniques is needed to cope with enormous and ever-growing governmental responsibilities. This has added greatly to the reliance of the whole society upon the people who man governmental posts. It is becoming less and less possible for politically elected representatives to get a handle on more than a few of the significant issues. Even on these, they must rely heavily upon the information, analysis, and judgement of the appointive public servants.⁶ The effectiveness of the latter will be all the greater where the political executive changes frequently, and where ministers have insufficient experience of the particular departments for which they are responsible.⁷ In those countries where planned economic development is the order of the day, the planner's role is confined merely to setting broad objectives, priorities and targets, and evolving

5. F.M. Marx, "The Higher Civil Service as an Action Group in Western Economic Development", Bureaucracy and Political Development, (Ed. by Joseph Lapalombara), (N.J., Princeton University Press, 1963), P. 93.
6. Frederick C. Mosher, op. cit., I. 49.
7. T.B. Bottomore, "The Administrative Elite", The New Sociology, (Ed. by I.L. Horowitz), (New York, Oxford University Press, 1965), P. 361.

major strategies for achieving them. The selection of individual schemes, the elaboration of their details and the whole task of implementation are entrusted to the civil service.⁸ In fine, we may say that the civil servants constitute the instrument through which the government of a modern state operates and fulfils its obligations towards its citizens.

The Myth of Politics - Administration Dichotomy

There has taken place another very significant development in the realm of public administration in this century. It is the explosion of the myth of politics - administration dichotomy. Theoretically, it is possible to treat the administrative and political tasks as two distinct and distinguishable functions. It is the political machinery which sets, in theory, national objectives and priorities, decides upon important policies, adopts development plans, allocates resources and provides bureaucracy with the necessary guidance for action. It is the responsibility of bureaucracy to execute the policies and plans decided by the political leaders, to get things done in accordance with the

8. P.K.B. Nayar, Leadership, Bureaucracy and Planning in India, (New Delhi, Associated Publishing House, 1969), P. 1.

political directives.⁹

But in recent years the tendency has been away from the sharp dichotomy between politics and administration. Bureaucracy has become increasingly involved in politics in the sense of policy making. In the developing countries, in particular, the extent of bureaucratic involvement in politics is exceptionally high.¹⁰ Among the reasons responsible for this are the ever-growing range and variety of governmental functions, their increasing complexities and the increasingly technical character. Consequently, there are inescapable items of delegation and zones of sub-policy where the political executive does not come into the picture at all. Secondly, a modern civil servant does not perform merely agency functions, executing policies and decisions taken without his involvement. He rather actively influences the decision making process and 'his own value structure is always a factor in the ultimate outcome'. Practical implications of policy are always relevant to the advice tendered by him and many times 'practical and political

9. Chu-Yuen Wu, "Public Administration in the 1970s", International Review of Administrative Sciences (Brussels), Vol. xxvii, No. 3, 1971, P. 163.

10. Fred W. Riggs, "Bureaucrats and Political Development: A Paradoxical View", Bureaucracy and Political Development, op. cit., P. 121.

considerations are indistinguishable'. Thirdly, in the sphere of legislative work, the civil servant is very much involved with the minister. This involvement is so intimate that the area of demarcation between what is political and what is non-political becomes 'extremely tenuous'. Further, the civil servants write the speeches of Ministers which they deliver in the legislature to defend their policies. Such speeches are generally of political nature.¹¹

In a complicated situation, policy making and policy execution are inter-related and affect each other. Policies often have to be modified and revised in the course of execution, taking into account the experience gained. Besides, policies are often subject to various interpretations. In such cases, the administrators responsible for the implementation of a policy can use their own discretion in its interpretation. Thus it may safely be stated that the modern state is heavily dependent upon bureaucracy at both the levels of policy-formulation as well as policy-execution.

Public Administration: Revolution in Role Concept

By now it is obvious that the civil servants constitute the public administration, and public admin-

11. M.K. Chaturvedi, "Commitment in Civil Service", The Indian Journal of Public Administration, Vol. xvii, No. 1, PP. 41-42.

istration is, what we may call, government in action. There was a time when public administration was a symbol of force, of oppression. Later people expected chiefly to be let alone. Today they expect a wide variety of services, extension of interests, and protection from it. What is actually demanded of public administration of a welfare state is nothing short of ensuring conditions of good life for the people as a whole. In our country, for example, the government have embarked upon the stupendous task of building up a socialist society free from all sorts of socio-economic inequality, poverty and starvation. The burden of carrying out this great task in planned and orderly way rests upon the public administration of the country. If public administration fails, it is certain that we shall fail in attaining our objectives of an egalitarian, socialist society. Really, public administration today is the most important instrument of socio-economic transformation, i.e., development. It is particularly so in the context of developing and under developed societies, desperately seeking a comparatively good life for their people, and trying to secure an identity in the comity of nations. Thus, public administration is a great modernizer, a nation builder, and the most important instrument of development. This conception of its role is a great revolution in itself and hardly

needs any further emphasis.

Prerequisites for Success

But public administration cannot operate in a vacuum. The social conditions around have definitely an impact on its nature and practice. The people of the developing world, including ours, are demonstrating strong desire to go forward quickly and establish a new economic order in which the common people shall have a better deal. They want a much faster rate of growth. They want more equitable distribution of the fruits of our national endeavour. They want greater social justice and greater equality. It is to achieve these objectives that we have undertaken the task of planned socio-economic development. This implies a total administrative effort. Also, today's development cannot afford to take the same time as was possible earlier. 'Speed is the essence of the matter and solutions must be found with an urgency that has no parallel in previous history'.¹² In fact, nothing in the world is ever static but 'we are at a time when things are moving much

12. Ram K. Vepa, "Public Administration: The Challenge of the Seventies", The Indian Journal of Public Administration, Vol. xvii, No. 1, Jan.-March, 1971, p. 13.

faster than ever before'.¹³

In such a changed condition, public administration cannot and should not become a routine affair. For the success of our Five-Year Plans, it must be imbued with a sense of need for dynamism and change. There are various directions in which administrative reforms are needed to make the public administration an effective instrument for achieving the task of our Fifth Five-Year Plan. However, two prerequisites for the success of administration on this front are the availability of (a) administrative integrity and efficiency and (b) a sense of 'commitment' on the part of the administrators. These conditions are not new inventions. What is important is that these need additional, much more emphasis today than ever before. Problem of administrative integrity and efficiency has had been a traditional, old problem; yet it also continues to be a perpetual, omnipresent problem and needs continuous, relentless efforts for its solution. The problem of 'commitment' is comparatively a new one and has acquired currency in the context of planned socio-economic development. Today it is considered to be the most important problem on the solution of which

13. Shrimati Indira Gandhi, Address delivered on 22nd October, 1971 at the Annual Meeting of the I.A.P.A., New Delhi, The Indian Journal of Public Administration, Vol. xvii, No. 4, p. 578.

very much depends the success of our Fifth Five-Year Plan, or, for that matter, any further plan.

Integrity and Efficiency -- The problem of administrative integrity and efficiency has received the attention of our planners from the very beginning. "The principal objectives to be achieved in public administration are", observed the First Five-Year Plan, "integrity, efficiency, economy and public cooperation".¹⁴ It further added, "Integrity in public affairs and administration is essential and there must be an insistence on it in every branch of public activity. The influence of corruption is insidious. It not only inflicts wrongs, but it undermines the confidence of the public in the administration".¹⁵ "The success of the second plan would be fully assured", observed the Second Five-Year Plan, "if the administrative machinery, both at the centre and in the States, does its work with efficiency, integrity and with a sense of urgency and concern for the community".¹⁶ The emphasis continued

14. First Five Year Plan (Abridged Version), (The Publications Division, Ministry of Information and Broadcasting, Govt. of India, 1953), I.55.

15. Ibid.

16. Second Five-Year Plan, (Planning Commission, Government of India, 1956), I. 126.

during the preparation of the Third Five-Year Plan. It was accepted in a very clear tone that "The primary aim must be to ensure high standard of integrity, efficiency and speed in implementation".¹⁷ There seems to be a shift in emphasis in the Fourth Five-Year Plan. It devotes its attention to "efficiency and economy in the construction of projects".¹⁸ The term 'integrity' in this phrase is conspicuous by its absence. Does it mean that securing administrative integrity is not a problem today? It is not that. It has perhaps been done so to avoid repetitions. Secondly, too much emphasis on integrity may mean absence of integrity. So our planners seem to have avoided the use of the term deliberately.

However, the problem is very much there. Corruption in public services has been poisoning the 'very springs of democracy'. For, from the public services it is bound to permeate to the 'very political

17. Third Five Year Plan, (Planning Commission, Government of India), PP. 277-78.

18. Fourth Five Year Plan, (Planning Commission, Government of India), I. 107.

life of the people'.¹⁹ Actually it has done so and this accounts for most of the failures of our Five-Year Plans. Hence the problem demands effective solution.

It is an accepted fact that inefficient administration and corruption go hand in hand. The main check on corruption, therefore, is to be found in insisting on a high level of efficiency in every branch of administration. The pace should necessarily be set by the men at the top. Heads of offices and departments, by their own example and by their alertness and vigilance, can have a considerable effect on the conduct of their subordinates. They should see that individual claims or requests are dealt with according to clearly stated and well-understood rules or principles.²⁰ Another important source of corruption to which many enquiry committees have referred is delay in the disposal of cases or applications.²¹ In fact, the majority of corrupt inducements aim not so much to alter administrative decisions in their favour as to

19. F.S. Muhar, "Corruption in the Public Services in India", Aspects of Administration (Eds. A. Avasthi and S.N. Varma), (New Delhi, Allied Publishers, 1964), p. 144.

20. First Five Year Plan, op. cit., II.56-57.

21. Second Five Year Plan, op. cit., I.128.

expedite them. The motive is primarily to secure release from a 'protracted involvement' or to procure benefits within a reasonable span of time so that the utility of the decision is not altogether lost to the beneficiary. This is the essence of the matter. If strict administrative measures were taken to prevent undue delays in the disposal of cases, the most potent cause of offering illegal gratifications would be removed.²² Further, we may expect that the appointment of Lokayukta and Lokpal at an early date to investigate public complaints of corruption, nepotism and other malpractices in the government would go a long way towards eliminating, or, at least, minimising the causes of corruption. However, reliance on external controls may prove empty and illusory. In the ultimate analysis 'the sanctions of the integrity of the individual civil servant lie in his sense of professional ethics'.²³ This 'professional ethics' is in greater demand now than ever before as the total goal of the State has undergone radical transformation.

22. F.S. Muhar, op. cit., p. 150.

23. B.S. Narula, "Integrity in Public Office", Aspects of Administration, op. cit., p. 169.

Today, the civil servants have, due to the pivotal position they occupy in the national life, the responsibility of leading the other strata of society in matters of public morality. Really, the moral and material development of the people in a polity is very much dependent upon the integrity of its public administration.

The question of efficiency deserves some more attention. Proper personnel training programmes and adequate opportunity for promotion are essential for securing high degree of administrative efficiency. In fact, efficiency is the central object of training. All jobs in public administration involve an element of skill. If they are to be performed at optimum efficiency, such skills have to be methodically and systematically cultivated. Another important aspect of training is the inculcation of right attitudes among the public employees in the context of our present and future Five-Year Plans. Adequate skill and proper attitude on the part of a functionary are equally essential. Any training programme (whether orientation training programme or in-service training programme) should be directed towards the attainment of both these objectives. Moreover, training should be a continuous process and should not come to an end somewhere near half way through a man's career. Even at the senior-most levels, there is need for a freshness

of outlook and acquaintance with the latest developments. Mentality at this level does not change easily. Higher civil servants find nothing new about training. "I know all about it. I do not want the new techniques. My experience and leadership are there" - this sort of attitude persists.²⁴ Normally, after some years of service, one tends to develop prejudices and stops growing. Moreover, because of their excessive workload, the top personnel ever remain deprived of any free time to think and reflect on the work they have been doing. This naturally makes them 'jaded and rigid'. The result is retardation in achievement of organisational goals and generation of unhappiness all among the hierarchy.²⁵ Such older men, with their tendency 'to fall into a rut or to remain rooted in the past', require the stimulation of training even more than younger people.²⁶ In fact, the in-service training 'exposes one to new ideas and forces one to think afresh'. It enables one to have an idea on recent developments in the fields covered by a training programme. Finally, it stimulates one's thinking power to obtain better results from

24. Shriram Maheshwari, "Training in Public Administration in India", The Indian Journal of Public Administration, Vol. xvii, No. 4, Oct-Dec., 1971, p. 627.

25. Ibid., p. 630.

26. L.P. Singh, "Training of Civil Servants - The Wider Perspective", The Indian Journal of Public Administration, Vol. xv, No. 1, Jan-March, 1969, p. 8.

himself and from those who work with him.²⁷ Hence in-service training programmes should receive our adequate attention if our present and future Five-Year Plans are to succeed.

The question of efficiency is also related to the fixation of responsibility. For the execution of any programme or project, the primary need is to fix specific responsibility on the agency concerned and, within it, on particular individuals. Within defined limits, each individual should be given full responsibility. If he fails in the discharge of his responsibility, he should be replaced.²⁸ Not only this, if he fails, except for reasons beyond his control, he should even be demoted. Otherwise, an atmosphere of 'responsibility of all is responsibility of none' prevails and nothing concrete turns out of our massive efforts. Fixing of responsibility coupled with a provision for punishment for failure is likely to ensure a sufficient degree of efficiency. The formula must be tried if we are to succeed on the fronts of planned development. We fail very often on different fronts and yet it is not clear what are the reasons for it. Causes, we feel, are more human than material. Human aspect can be strengthened and made more efficient by fixing responsibility.

27. Shriram Maheshwari, op. cit., p. 627-28.

28. Third Five-Year Plan, op. cit., p. 278.

The problem of 'reward and punishment' or 'promotion and demotion' is closely related to the degree of efficiency with which an organisation is trying to achieve its goal. Recognition and advancement are some of the basic human aspirations. A system which provides for these could create 'the urge, the motivation and the incentive' for better performance. On the other hand, the absence of such a system or a defective or faulty system could even lead to 'frustration, disappointment, lethargy, callousness or casualness'. All these naturally result in deterioration and diminution of the performance.²⁹ In any system of organisation, therefore, the system of reward and punishment should be so devised as to secure efficient and better performance. And reward or punishment itself depends upon proper appraisal of performance of a functionary.

But what we find in public offices is that the performance evaluation there is 'far too stereotyped and based on subjective considerations'. 'Sycophancy and flattery play a very considerable part in obtaining outstanding ratings from superiors.'³⁰ Also, report

29. Govind Narain, "Performance Appraisal & Promotion System", The Indian Journal of Public Administration, Vol. xvi, No. 1, Jan.-March, 1970, p. 1.

30. Ram K. Verma, op. cit., p. 25.

on the work of individual officials tend to become less specific. The easy course of neither blaming nor praising tends frequently to be adopted. Sufficient notice has not always been taken of defaults of duty and there has been much toleration of poor performance. This has tended to blur the distinction in terms of reward and punishment' between those who are 'eager and painstaking' and those who are 'indolent and careless'.³¹ It is not an exaggeration to state that in government honest and good work has not sufficiently been rewarded and inefficiency and dishonesty insufficiently penalised.³² The natural results have been laxity and inefficiency. Government regulations also make it almost impossible to punish an offender or reward the conscientious officials. As a result, over a time, the latter slowly begins to wonder why he should work so hard while all the 'plums' and 'privileges' go to the courtiers who can flatter and please. This undermines the morale of the entire organisation and leads to widespread frustration and dissatisfaction.³³

31. First Five Year Plan, op. cit., P. 61.

32. Second Five Year Plan, op. cit., P. 128.

33. Ram K. Vora, op. cit., I. 25.

Obviously, this situation needs rectification. The evolution of a proper system of performance appraisal can go a long way towards the purification of the present malignant atmosphere. This clearly establishes the need for a proper and precise definition of the requirements of a job. A system in which the job can be properly described and defined and some yardsticks can be laid down for judging the performance will obviously make the appraisal more accurate and more objective.³⁴

Again, for performance appraisal, the use of such abstract and vague terms as 'Outstanding', 'Above-Average', 'Average', 'Below Average' and 'Unsatisfactory' should be discarded. Under such a system of rating 'the subjective element of the reporting officer gets superimposed over the objective evaluation'. Instead, the overall grading in the appraisal report should be reduced to three categories, i.e., (i) "fit for promotion out-of-turn", (ii) "fit for promotion", and (iii) "not yet fit for promotion". It is what exactly the Administrative Reforms Commission has recommended for.

Further, there has been a great deal of controversy over the relative values of seniority and

34. Govind Narain, op. cit., I. 3.

merit in any system of promotion. Seniority is and will certainly continue to be a fact. But in the changed conditions of today there should be much greater opportunity for the able, irrespective of their seniority, to move up fairly rapidly. In other words, it can legitimately be emphasised that 'if country's expectations are to be fulfilled, if the enormous needs of the present time are to be adequately catered for, and if proper emphasis has to be given to initiative, dynamism and speedy action, the criterion of seniority..... will unhasitatingly have to be pushed to the background'³⁵ For, "Nothing can be more frustrating than talent unrewarded. A society cannot progress if only seniority of rank counts. Public administration must get out of the shadows of feudalism".³⁶ The point can simply be put like this. The system of appointment should be in accordance with the basic principle that a person from the lowest ranks can rise to the top if he has acquired the necessary qualifications and if his performance has been outstanding. Not only this, an official recruited to a particular grade should be able to work his way up the ladder, 'irrespective of vacancies', the rate of his climb depending on his performance as assessed objectively.

35. Ibid., P. 9.

36. Shrimati Indira Gandhi, op. cit., P. 579.

There is need for a greater flexibility in the system of promotion so that the truly meritorious man knows that his good work will be recognised. This will enable each to put out his best and, consequently, lead to the general improvement in efficiency of the organisation.³⁷ For providing an incentive for talented youngmen in junior positions to get on the fast moving track to climb up, the Administrative Reforms Commission has urged for an increase in the promotion quota to 40 percent, wherever it is lower.³⁸ The Commission has also recommended that out of the available vacancies for promotion from Class II to Class I, half may be filled by the existing method and the other half on the basis of an examination.³⁹ Officers in Class II, who may have completed certain number of years of service and who may have been categorized as 'fit for promotion' should be made entitled to appear in this examination. This system will ensure that the doors will not be barred for those who are really brilliant and outstanding and they could move up much faster than their average colleagues.

37. Ram K. Vora, op. cit., P. 25.

38. Quoted by B. S. Narula, "Administrative Reforms Commission - Perspective and Findings", The Indian Journal of Public Administration, Vol. xvii, No. 4, Oct.-Dec., 1971, P. 654.

39. Quoted by Govind Narain, op. cit., P. 11.

Another important point also deserves our notice at this place. It is far too often that policy formulators are given higher rating than those who can do things and get things done. It is necessary that a certain balance should be struck and greater recognition given to those who can get things done. Field work is generally given the second place to the secretariat. It is necessary that this trend should be reversed. Greater weightage should, as a matter of principle, be accorded to success in implementation.⁴⁰ Thus, there is need for a lot of change of emphasis in promotion procedures so that much greater weight is attached to the actual achievements and the end-results and much less to the other unimportant aspects or to seniority alone or to performance before a promotion board.⁴¹

Commitment

The concept of civil service commitment is comparatively recent in origin and has got currency in the context of developmental role of public administration. It has already been pointed out that public administration has assumed the role of a moderniser; that it has become an instrument of socio-economic change. The

40. Ram K. Vopra, op. cit., P. 25.

41. Govind Narain, op. cit., PP. 8-9.

ideals of the socialist, welfare state can be realised only if we have a band of sufficiently strong and committed civil servants. Commitment has any meaning only with reference to responsiveness. That the civil service keeps itself in tune with the spirit of the welfare state, it is necessary that it should be responsive to the needs and desires of the society as a whole. Its traditional practice of serving only the affluent and influential sections of society will not work today. In the past, generally, 'it was administration of the elite, by the elite and for the elite'.⁴² But this will no longer be possible today and in the years to come. Any attempt to work on these lines will threaten the social order itself and make impossible a peaceful and harmonious community life. The tumult and disorders in various countries have amply demonstrated this point. Any apathy towards the weaker sections of society on any pretensions will go against the well known canons of welfare state. It will prove unworkable even on the ground of bureaucratic neutrality. This principle worked when government was 'the affair of a few for a few'. It helped the civil service to serve particular classes rather than the whole of society. Then the interests of the ruling

42. Ram K. Vopra, op. cit., P. 15.

elite, the bureaucracy and the dominant classes of society were identical. And the interests of the weaker, backward sections were not to be taken into account. But now the table has turned in their favour to a considerable extent. The very concept of welfare state has relevance in the context of their welfare. Naturally, their interests deserve more attention on the part of the civil servants than those of the dominant social sections. Increased sensitiveness to their needs is an essential prerequisite of administration in the coming decades and will be an important criterion of its success.

In the setting of developing countries, the leadership role of civil servants is particularly pronounced. There cannot, therefore, be any programme neutrality when gigantic welfare schemes are undertaken. 'No civil servant can possibly take a neutral position between welfare and stagnation, between service and apathy and between action and inaction'.⁴³ To be more specific, a civil servant should not, rather, cannot be neutral to the policies of the administration. He cannot and should not be neutral on 'Bank Nationalisation', 'Land Reforms' and 'Urban Ceiling'. If he is neutral on these issues, they cannot effectively be implemented

43. M.K. Chaturvedi, op. cit., P.41.

by him. If a civil servant is really so, he should not get in a position where he has to implement these schemes.⁴⁴

Public administration has to meet the challenge of the planned development. For this, it would need a new type of administrator in terms of attitudes. The most outstanding quality which the new administrators would need is the sense of identification or 'empathy' with the people's programmes and schemes. In other words, what is most needed is a sense of commitment on the part of top officials to the basic objectives of administration and the specific techniques employed to achieve them. Simple belief in democracy and socialism will not do. One must feel committed to the more specific forms in which democracy and socialisms are to operate. It is only then that the programmes and schemes will be effectively implemented leading to positive results.⁴⁵

As government's policies are becoming increasingly egalitarian, socialistic, and welfare oriented, a process of adjustment is called for. There is urgent need for radical attitudinal changes on the part of our administrators.⁴⁶ Commitment to

44. Ram K. Vepa, op. cit., P. 24.

45. Ibid., PP. 23-24.

46. Shrimati Indira Gandhi, op. cit., P. 580.

people's cause should be a matter both of precepts and practice. It should be a matter of principle and action. Our success to meet the challenge of the present and the future Five-Year Plans depends very much upon this change of attitude. Finally, days are gone when democracy and efficiency were considered to be antithetical. What is most needed for the existence of democracy itself is professional, purposive and ideological commitment. Slackness on this front should not be allowed, otherwise, it would weaken the foundations of democracy itself. Many things on tremendous scale should be done for securing people's faith in political processes. Administration has to play a vital role in this context. It is the source of practical and pragmatic aspects of policy. It provides the means for implementation of the policy thus formulated. It is really an effective link, via media, between politics and the people. Its task is stupendous and responsibility great. It must rise to the occasion and play its role well. Otherwise, what to talk of the Fifth Five-Year Plan, a large number of the future Five-Year Plans would not make any great difference for the unfortunate forty percent people of the country who are living below the poverty line even after two decades of planning.

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI

MEMBERS' SIXTEENTH ANNUAL CONFERENCE
(October 29, 1972)

Administrative Aspect
of
An Approach
to
The Fifth Five Year Plan

By

J.K.P. Sinha
Assistant Director
Institute of Public Administration
Patna University

There seems to be a conspicuous element of historic inevitability in approach to reducing poverty becoming main thrust of the Fifth Five Year Plan. It is to be remembered that in Fifth Plan is being formulated by a government that has won a massive mandate from the people both in the Parliamentary Elections of 1971 and the State Election of 1972 on the basis of a programme whose centre piece is "Garibi Hatao".

In this context, it would be really interesting to examine and ponder over the administrative aspect of the approach to Fifth Five Year Plan, what ever may be the plan or even pious wish, but the administrative machinery needed for plan formulation, plan implementation and plan evaluation must be adequate enough to perform the gigantic job.

The present homogeneity of the government in the centre and most of the states is an important favourable

contd....2/p.

factor this time again, of course after a considerable lapse of time. The advantages would be available definitely during the plan formulation period but it is not known, whether the same atmosphere would exist even during plan implementation and plan evaluation period too. But this existence of almost complete homogeneity should enable bold and imaginative proposals being pushed through for plan formulation on the basis of an enlightened national consensus.

Any approach to Fifth Five Year Plan, places special emphasis on the basic amenities which meet the needs of those among us who are the poorest. This marks a departure from earlier plan formulation and programme. After the N.D.C., meetings, a national consensus has emerged that the essential of the Fifth Five Year Plan should be towards the provision of longer employment opportunities and the basic minimum needs of the people. The basic premise of our plan has been development along socialist line to secure rapid economic growth, and expansion of employment, reduction of disparities in income and wealth, prevention of concentration of economic power and creation of the value and attitude of a free and equal society.¹

Unfortunately the "Garibi Hatao" conception itself has remained vague. This is more so because "Poverty" itself is

1. "Approach to the Fifth Five Year Plan" issued by Planning Commission, June, 1972.

both an absolute and a relative concept. When we talk about the elimination of poverty as a goal of development, what we have in mind is not the relative concept but a definition of what could reasonably be considered as an absolute level of poverty. This poverty term has to be defined in terms of a minimum level of consumption. Available estimates show that at 1960-61 prices, private consumption of Rs.20/- per capita per mensem would be needed to assure a reasonable minimum level. In the present day prices, these figures will have to be multiplied by a factor of about 1.86. At present over 200 million people are estimated to be living below this level. The size of the problem and absolute numbers varies from state to state. The urban poor, to a large extent, are an overflow of the rural poor. The main attack will therefore have to be on rural poverty. A little less than half of the rural poor are landless labour and a little more than half are small and marginal farmers. The two categories overlap each other since small farmer also work as agricultural labour.²

2. The above statistics are based on information contained in pamphlet entitled "Towards self Reliance"---An Approach to the Fifth Five Year Plan published by Planning Commission in June 1972 for public discussion and understanding as a wide scale on problems and programmes out bound the document endorsed by N.D.C.

Evidently, then any thought on administrative aspect of an Approach to Fifth Five Year Plan, must, at the very outset locate the main causes of the programmes' centre piece "Garibi Hatao", i.e. poverty.

The main causes of object poverty are :

- (i) Open unemployment
- (ii) Underemployment; and
- (iii) Low resource base of a very large number of producers in agriculture and service sectors.

The elimination of poverty, therefore, will not be attained as a corollary to a certain acceleration in the rate of growth of the economy alone. In the fifth plan, it will be necessary to launch a direct attack on the problems of unemployment under employment and massive low-end poverty. The essential ingredients of this line of attack would have to be provision of employment opportunities on as large and wide a scale as necessary and to make this effort technically and administratively feasible. In order to improve their lot, the poor would have to have income. Income will accrue to them only if they have meaningful employment. But the generation of employment (of course with low per capita income only) by itself would not be enough to provide a minimum level of consumption for the poor unless prices of essential goods such as foodgrains including pulses, oils, standard cloth, sugar and cooking fuels are stabilised. Ensuring stable prices at a reasonable level for these basic elements of

contd.....5/p.

consumption must, therefore, be one of the main objectives of the Fifth plan. Appropriate price and distribution policies will be necessary for this purpose.

Then the march towards a maximum level of income for all can be conceived only on the basis of a programme of maximising all possible avenue for productive employment. Leaving aside the question of employment in an expanded programme of social services in the Fifth Plan, employment intensive heads of development would include:

- i) Minor irrigation.
- ii) Soil conservation
- iii) Area development
- iv) Dairying and Animal husbandry.
- v) Forestry
- vi) Fisheries
- vii) Ware housing & marketing
- viii) Small-scale industries including agro-industries.
- ix) roads and
- x) Special programme such as small farmers, Development Agencies, Marginal farmer and Agricultural Sector, Agencies, Crash Scheme for unutilised Employment and Flood or Draught prone Areas programme.

It is known that the outlays in these head of development by centre and states during the 4th Plan works to about Rs.3600 to Rs.3900 crores. The level of outlays on these employment intensive programmes in the last year of the Plan

contd.....6/-p.

would be around Rs.1075 crores. The tempo of investment in these employment intensive programmes as well as similar other programmes such as constructive, activities road transport and processing could be substantially stepped up in the Fifth plan.

While the goal of the "Garibi Hatao" programme will have to be the provision of a guarantee of a minimum level of income from work, the working hypotheses for the Fifth Plan, however, should be to explore to what extent employment can be expanded by stepping up administrative, institutional and financial efforts to the maximum.

Unemployment, under-employment and low resource base of an multitude of producers particularly in agriculture, are the principal causes of poverty. An expanded programme of employment generation will, therefore, have to be supplemented by redistributing the means of production in favour of the poor. Profiting from past experiment bold policy decision on the nature of the legislation and the processes of implementation will be necessary. An assessment will also have to be made during current year of the impact of the envisaged land reform measures on the problem of rural poverty. The employment problem for the rural area will have to be so formulated that it can meet the requirements of the small and marginal farmers and the landless labourer after allowing for the effect of land reform measures as finally decided upon.

contd....7/p.

It, therefore, appears that in order to ensure adequate development of agriculture, industry, and communication to support the above labour intensive employment programme and to safeguard sustained growth, the total level outlay in the Fifth Plan period would have to be around twice the size of the Fourth Plan. To firm the contents of the Fifth Plan, profiles of investment and output in different sectors will have to be worked out. In order to carry out these exercises in the proper context, it is essential to have a prior consensus about the orientation of the plan towards the provision of larger employment opportunities and basic minimum needs given this consensus, the implications of different rates of growth of national production and consumption of investment and the implied efforts for resource mobilisation in the Fifth Plan can be worked out in detail.

Thus, in order to finance an outlay of the required order, it would be necessary to raise Rs.6000 to Rs.7500 crores by way of additional resource mobilization. This would compare to the efforts of about Rs.4000/- crores undertaken during the Fourth Plan period. The effort would call for the states raising around Rs.2500/-crores, the Centre making up the balance. And consequently large unearned incomes accrued in urban area property and agricultural income in rural area will have to be mopped up. Effective steps would have to be taken to bring agriculture income within the tax net. The Wanchoo Committee and Raj Committee Reports would provide valuable suggestions in regard to taxation

contd...8/p.

of agriculture income. But here too, one will have to remember that greater social justice in the context of development is achieved neither exclusively nor even mainly through direct instrument of income or tax policy but by means of the general development policy itself with its structural economic, institutional, administrative and other components.³ The recent constitutional amendments have however, cleared the deck for an approach oriented to the changing property relationships both in the urban and rural areas. Reforms in tax system will have to take fully into consideration the redistributive aspect and ensure that a significant proportion of wealth as well as income arising from wealth is channelled into public resources.

Any approach, therefore to the Fifth Five Year Plan must imply an over view of the whole gamut of socio-economic activities covering the central, state as well as private sector. It will spell out the potentials of development in the Fifth Plan Period on the basis of a careful assessment of the likely level of achievements by 1973-74, the experience of the on-going programmes, the financial and material resources, the administrative and institutional capabilities and the investment opportunities existing in different sector.

3. Drieberg, Trevor "Changing Face of Rural India" Indian and Foreign Review, Vol. 9 No.19, July 15, 1972.

For consideration of administrative aspects of the Approach to Fifth Plan, it will be necessary to keep in view the need for removing regional and social disparities, improving the viability of marginal farmer, and entrepreneurs in village and small scale industries, augmenting and diversifying employment opportunities, particularly for the educated unemployed, increasing productivity in dry farming areas and better utilisation of existing potential and capacities.

It is expected that Fifth plan approach consideration, would present, in addition to the frame work of realistic objectives and programmes for various sectors, an integrated strategy for development incorporating inter-se priorities indicating inter-sectoral linkages, outlining the spatial implications and spelling out the implications of various objectives and programmes in terms of administrative re-orientation and institutional reforms. It is also felt that emphasis would have to be placed on the presentation of an integrated approach to socio-economic development rather than on the mechanical aggregation of sectoral objectives emerging from departmental exercises.

The first administrative aspect, that needs our attention would be with regard to the preparation of the plan Approach outline based on the realistic assessment of the level of development likely to be realised by the end of the Fourth Plan

Period in certain critical areas of development falling within the state and the centrally sponsored sectors.

Once the anticipated level of development by the end of the 4th Plan have been spelt out, the next step would be the determination of the sectional and spatial objectives of the fifth plan. This, however, will be impossible unless certain intermediate steps have been taken. These would be as follow:-

- (a) Preparation and evaluation of resource inventories,
- (b) formulation of a long term perspective of development
- (c) assessment of the capabilities of the administrative and institutional structure in the context of the fifth plan period.
- (d) a preliminary examination of investment opportunities in terms of feasible project for the techno-economic point of view.

There are important problems which would have to be considered carefully while drawing up the Approach Plan pertaining to the existence of sharp disparities between different areas regions within individual states. The experience of the earlier plans has shown that regional imbalance can not be reduced unless decisions regarding resources allocation and implication of programmes are preceded by the determination of the appropriate strategy for the area. This will have to be on the basis of a careful identification of the reasons for backwardness, the nature of available potentials, the coverage and quality of infrastructural facilities, the quantum and characteristics of manpower and the coverage and efficiency of co-operative and other institutions

contd..11/p.

in the area.

In fact, if serious doubt is to be made during the Fifth Plan in respect of the problem of regional imbalance, arrangements will have to be made at the district and regional level to collect and analyse data about the potential as well as the existing situation and later to synthesise these integrated strategies and operational programmes for the various districts and regions.⁴

And above all, we need, active minded administrators and workers with "missionary spirit" for undertaking development work with pride and faith in the Fifth Plan.

4. "Potential of Development in the Fifth Plan". Bihar Information, June 16, 1972, Vol.20, No.10, pp. 18-19.

Selected Readings

1. Approach to Fifth Five Year Plan - Planning Commission, New Delhi, June, 1972.
2. Potential of Development in the Fifth Year Plan - Bihar Information June, 1972 Vol.20 NO 10.
3. Singh, Tarlok : "Planning Process" -- Planning Commission, New Delhi.
4. " " : "Administrative Relations in Planning". I.J.P.A. Vol.1, No.2, April-June, 1955.
5. Rao, K.V. : "Planning and the Problem of Administration" Indian Journal of Political Science Vol.16 No.4, 1955.
6. Sayre, Wallace, S : "Some Problem of Public Administration in a Developing Economy, I.J.P.A. Vol.8 No.2, 1962.
7. Sen, S.R. : "Planning Machinery in India," I.J.P.A. Vol.7, No.3, 1961.
8. " " : "Formulation of the National Plan--The Basic Process and the Machinery -- Orientation course in Developing Administration, I.I.P.A., May, 1965.
9. Prayage, H.K. : "Planning Commission, New Delhi, 1964.
10. Estimates Committee, 21st Report on "Planning Commission" New Delhi, 1958.
11. Tinlegon, J. : "Planning by stages, I.J.P.A., Vol. 7, 1962.
12. Nathan, Murray R. : "Some Steps in the Process of Programme Planning" American Journal of Public Health. Vol.46 No.1, Jan., 1956.
13. "Planning & Programming of Works". C.O.P.A., Planning Commission.
14. Pant, Pitamber : "Basic Approach to our plan - Some questions- Lecture at I.I.P.A., New Delhi. Orientation course in Development Administration, Oct., 1965.
15. " : "The Perspective Plan: its purpose, Methodology and etc.--Lecture at I.I.P.A., New Delhi, Orientation Course in Development Administration, May, 1965.

16. Pant, Pitamber : "Approval to MAN Power Planning". Lecture at I.I.P.A. Orientation Course in Development Administration Act, May, 1965.
17. Motgomery, John, D. : "The Administration of Development" MC-Graw-Hill Series in International Development-- Approaches to Development: Politics, Administration and Change.
18. Swerdlow, Dr. Irving, Ed. : Development Administration Concepts and Problem. Syracuse University Press, 1963.
19. Goodall, Merrill, R. : "Planning in India: Research and Administration" FAR Spring 1957.
20. Kapp, William, K. : "Economic Development, National Planning and Public Administration" International Review for Social Service, Kyklos Vol. XIII.
21. Goldschmidt, Arther : "Programme, Planning and Development" Annals, May 1959.
22. Papanel, Gustav, F. : "Framing a Developments Programme" International Conciliation March, 1960
23. Emmertch, Herbert : "Administrative Road Block to Co-ordinate Development", Eropa Review, June, 1962.
24. Riggs, Fred, W. : "Public Administration--Neglected factor in Developmental Administration, Annals, May, 1956.

.....

/dp.

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI -1.

MEMBERS' SIXTEENTH ANNUAL CONFERENCE
(October 29, 1972)

Administrative Aspects of an approach
to the Fifth Five Year Plan

by

Dr. Sudesh Kumar Sharma,
Reader,
Department of Public Administration,
Punjab University,
CHANDIGARH.

INTRODUCTION

Administration is nothing but the apparatus of the government for the accomplishment of its tasks and in the light of explicit needs and goals, administration is oriented and transformed to suit the requirements when the Britishers were called upon to run this country, they adopted the framework of administration of their predecessors to the basic objectives of maintenance of Law and Order and collection of revenues. With the exist of the British, the government in India was firmly committed to the objective principles of State policy as laid down in the Constitution. Economic development and social change engaged the attention of the government at all levels. While the scale and magnitude of effort in these spheres have been steadily increasing, the existing

administrative machinery, procedures and personnel have been true and again discovered to be deficient in their capacity to prove equal to the task.

We have now nearly twenty years experience of planning but the rate of economic growth has been disappointing and compares unfavourably even with that of smaller countries such as Thailand, Taiwan and South Korea. Our planning appears to have faltered and we have not been able to tackle effectively the problem of unemployment or even the grosser forms of poverty. Planning Commission was expected to be a high powered decision-making body but it has become just like any other department of the government. Last year the government suffered a loss of Rs.35 crores in the public sector. Inequalities of income and wealth have increased, as a result of which the gap between the poor and the rich has widened still further. The poor have not been able to reap the full benefits of the developmental process. There had been some years when the national income actually declined in spite of huge investments under the plans. Worse still, the economy has developed various stresses and strains. Imbalances have been created, which are reflected in continuously rising prices, unemployment and deficits in balance of payments.

Consequently, it is reasonable for every responsible citizen to ask whether we have gone wrong and if so, where? Has the direction of our planning been wrong? Have there been serious distortions in implementation owing to political or administrative factors? As far back as the Second Five Year Plan, the Indian planners doubted the administration's capacity to implement the plans efficiently '....'. It is likely that as the plan proceeds, difficult issues will relate less to matters of policy and approach, more to questions of administration and organisation.

GENESIS OF ADMINISTRATIVE PLANNING

Planning is necessary to accelerate the raising of economic and social levels of greater well-being, since it must be a deliberate, consistent and well-balanced change. Administration is a part of the social structure which it is planned to change. Administration is one of the social elements stimulating or austerer change, because it has a basic role in the whole process. Therefore the improvements in the administrative machinery should also be achieved through deliberate, consistent and well-balanced action.

1.1 The principles of scientific analysis as those applied in accelerating social change in other areas can be applied to administration. Administrative goals are established for attainment within a given period through policies, plans and the efficient use of resources, with the ultimate aim of improving administrative levels.

1.2 To have any systematic administrative improvements, we must begin with a thorough examination of the actual administrative situation. The maladies should be identified and the deficiencies remedied. Results should be periodically and finally evaluated.

1.3 Various measures of administrative improvement should be clearly defined and should include a statement of the purposes, objectives and targets, the policies, the resources to be utilized, the order of priority, the period covered, and the methods and procedures for efficient implementations.

1.4 The defect in our basic approach in the earlier plans had been that our efforts at administrative reforms had been limited to increasing the effectiveness of government action and to overcoming obstacles that were fairly easy

to identify. Most of the reforms suggested by our planners were quite unrelated to economic and social programming.

1.5 We must try to coordinate administrative planning with economic and social planning. The linkage of long-term administrative planning with economic and social planning should be our new approach.

1.6 There has been an increasing recognition in recent years that administrative problems like any other complex development problem, should be dealt with by skilled personnel, whose activities should form a part of an overall inter-disciplinary effort.

1.7 The traditional administration is unprepared to develop new functions and lacks the skill and efficient machinery for formulating consistent policies, undertaking research, programming, carrying out development activities, therefore there should be a new approach calling for greater initiative, greater resourcefulness. The concept of development administration should be fully understood.

1.8 There should be an integration of economic planning, administrative planning, staff management, budget management to provide the top executive with the most important institutional instruments for the formulation, implementa-

tion, supervision and appraisal of plans, programmes and projects.

1.9 The administrative structure at each level should have enough expertise for planning, budgeting, administrative reform, personnel, statistics, supplies and storage etc., and must be supplemented by the necessary procedures for speeding up its operation and making it more dynamic.

1.10 Where the close cooperation between planning and policy formulation is lacking, the decision-making is unreal and there is a gap between the policy-makers point of view and the approach of those who are concerned with plan implementation.

BASIC APPROACH TO THE FIFTH PLAN

At its meeting in New Delhi on May 30 and 31, 1972, the National Development Council considered and endorsed the Planning Commission's paper entitled "Towards an Approach to the Fifth Plan". The Central theme of the paper is that during twenty years of planning we have been following the wrong path; we have been concentrating on growth, hoping to get a better distribution of the national income as a by-product. The approach proposes to meet the situation by gearing the strategy of

development directly to the problems of unemployment and poverty in the poorest sector of our economy. The salient features of this basic approach are -

2.1 The Government has won a massive mandate from the people, both in the Parliamentary elections of 1971 and the State elections of 1972, on the basis of a programme whose centre-piece is "Garibi Hatao". The urban poor, to a large extent are on overflow of the rural poor. The main attack will therefore, be on rural poverty.

2.2 It will be necessary to launch a direct attack on the problems of unemployment, underemployment and massive low-end poverty. The essential ingredient of this line of attack would have to be provision of employment opportunities on as large and wide a scale as necessary and to make this effort technically and administratively feasible.

2.3 The Commission has identified seven basic minimum needs viz., (i) Elementary education for children upto the age of 14; (ii) Minimum public health facilities integrated with family planning and nutrition for children; (iii) Rural water supply; (iv) Home-sites for landless labour, (v) Rural roads; (vi) Rural electrification and (vii) Slum improvement in the larger towns. Taking into account the constraints,

it would be necessary to work out a reasonable time-phasing for meeting these needs fully.

2.4 Major thrust will have to be in two directions, first, comprehensive direct tax reform to check evasion and avoidance of all kinds and to make the tax system elastic to income growth, second, to bring agricultural income within the tax net.

2.5 The size and pattern of investment and the quantum of domestic resource mobilisation should be as to help achieve self-reliance by the end, of the Fifth Plan. It will be necessary to examine the policy, organisation and resource mobilisation implications of this objective.

GROUND WORK FOR ADMINISTRATIVE REFORMS

Planning requires imagination and is an analytical process which encompasses an assessment of the future, the determination of desired objectives, the development of alternative courses of action to achieve such objectives and the selection of a course of action to achieve the objectives. For the civil service to suit the needs of planning, considerable structural and behavioural changes have to be brought about.

3.1 A bureaucratic system is 'hierarchic' or monocratic with a single formula line of command and control. This structure is suited to perform regulatory functions, but inhibits both motivation and adaptiveness. For effective planning, there is the need for effective coordination of a large number of professional, scientific and technically - trained personnel. The new system requires more of a horizontal structure with a large measure of delegated authority - not the minimum necessary but the maximum possible.

3.2 Civil Service is generally excessively rule-oriented. There should be more emphasis on goal achievement. Tasks should be well defined and properly assigned to the individuals at the various levels. The administrators should try to guide the organisation towards the achievement of progressive economic and social objectives.

3.3 The administrator has to assume the role of a persuader, demonstrator and listener. Bureaucratic theory has been concentrating on the negative aspects of inter-personal relationships. There should be a working partnership between the leadership and people. Ordinary citizen should also be associated, one way or the other, with every aspect of development work.

Participation should be more than symbolic if popular energies are to be channelled into the developmental process.

3.4. There is not enough of too many communication between the superior and the subordinate. Communication is restricted to prescribed channels which reflect the formal line of command. Efforts should be taken to tap all possible channels of communication - horizontal and vertical, formal and informal.

3.5 The administration needs to realise the importance of speed in dispatching business. One cannot afford to wait, especially when waiting does not ensure correct decisions. No development programme can be helpful without the quick action approach on the part of the services.

3.6 The administration functions through proliferation of authority and initiative. The planning agency should be able to secure effective support and cooperation from the entire bureaucracy.

3.7 The knowledge of local needs is very essential because a good deal of planning and budgeting is done at the local level. There should be a strong network of administrative machinery - at the lower levels.

APPRAISING ADMINISTRATIVE CAPABILITY FOR DEVELOPMENT

Administrative capability at all levels is itself one of the scarcest of all resources in a developing nation. The most capable administrators tend to become over-extended and have too little time to concentrate on organisation building, the development of junior personnel and replacements, and the maintenance of morale. Planning is closely related to performance, and the environment. All the three factors, performance structure and environment should be kept in mind.

4.1 Planning becomes ineffective if the results are not achieved and when the performance is well below expectations. Performance is vitally affected by internal structure and the environment. Administrators have therefore to aim at results taking into consideration the environmental and structural improvements which are otherwise going to create hinderances.

4.2 Performance should be of primary concern. It is necessary to know the kind, quality and quantity of services provided, the costs of providing such outputs, the benefits and damages that flow from providing them.

4.3 Within the organisation, non-human resources and money are grouped together in various sub-systems with certain kinds of internal relations among them, and operating under the influence of various codes and some kind of central guidance machinery.

4.4. Environment conditions, legitimizes and provides resources to the organisation. Performance is vitally affected by the external as well as internal changes. The new rapid and turbulent change in our environment presents a very great challenge to organisations and they must adapt.

ENVIRONMENTAL CHALLENGES

Most of the problems with which administration is faced today are likely to become more acute during the coming decade. If the present trend in the increase of prices continues, next few years will present serious challenges. There has been growth of corruption and inefficiency in administration in spite of all sorts of administrative Reforms. The change in the environmental context will call administrative vision, long range planning, and fresh strategies to deal with unpredictable and complex situations. Other challenges to be faced may be.

5.1 Entrepreneurial activities of the government connected with development will increase phenomenally in scale and content. Administration's role as an agent of institutional, social and economic change and as a catalyst of scientific and technical advance is likely to receive greater emphasis.

5.2 Decline in the habit and capacity for coordinative initiative at the advisory levels of the government with the result that the Secretarial functions either as a post office or as a replica of the Head of the Department and fairly often without adequate sense of financial responsibility.

5.3 The age old monsters and ghosts of poverty, unemployment and want cannot be eradicated overnight. Big population explosion has created a serious concern with the planners.

5.4 The dilemma of the society undergoing rapid and accelerating growth in technology has necessitated an increased scientific knowledge and specialisation.

5.5 The methods and procedures are inadequate to the task of promoting the welfare of the people through positive programme of socio-economic development.

5.6 Social tensions and discontent are likely to mount up in the plan period because of increased industrialisation and urbanisation, wider spread of education, and the changed aspirations of the new generation.

5.7 Running of day to day normal administration on the basis of equity, justice and integrity - itself has become a challenge. Other challenges are in the fields of law and order, defence, inter-state disputes and in regard to centre-state relations.

5.8 There prevails unusual bitterness amongst the state service, who carry and constitute the bulk of responsible load of administration. Even the Administrative Reforms Commission seems to have accepted the premises that state services are to be treated as inferior.

5.9 There is a conflict between the generalists and specialists. The technical/professional personnel aspire to be technocrats as compared with the generalist bureaucrats. Vested interests have developed in.

5.10 The present measures for involving people's participation have not proved adequate. The first phase of community Development was "purely" bureaucratic".

The Panchayati Raj also failed to ensure direct partici-

pation of the people or for nurturing widespread initiative of the people for economic growth of social change.

ORGANISATIONAL RESOURCES

There is a tremendous challenges to the organisational talent to the country and the success of planning depends to a large extent on the organisational structure. There is an organisational backwardness in this country and this is experienced in every plan implementation. It is felt in the administrative structure, its efficiency and its capacity to carry out additional responsibilities; it is experienced in local governmental authorities; it is seen in the lack of established and effective patterns of economic activity in the public sector. Behind the targets set up in each plan, there is a major assumption regarding the capacity of the country and especially of the Government to put through the programmes as proposed.

6.1 Organisational structures and patterns of communication and control have remained unaltered. The primary need will be for organisational flexibility and adoption of administrative policies which would encourage experiments with new organisational forms.

6.2 Deshmukh study Team of the Administrative Reforms Commission has recommended a number of organisational and procedural innovations. It has recommended a flexible flat-type of wing organisation with three levels only, replacement of the present "dealing-assistant centered" system by desk-officer system", abolition of existing invidious distinction between the Secretariat and subordinate offices etc. All these changes may be tried.

6.3 Due to emphasis on development, increased differentiation of organisational structures is called for. There will also be the necessity of improved arrangements for integrative coordination, particularly in regard to multi-functional and inter-disciplinary projects and programmes.

6.4 Programme and performance budgeting in a new technique used in the preparation of the budgets at the Central and State levels. This approach presupposes an effective integration of the planning process.

6.5 Changes in the systems and procedures of budgeting, financial control and accounts and audit may also be necessary. It may also be imperative to improve the planning machinery and techniques.

6.6 Administration is an essential part of the total developmental process and the improvements can be brought about if the political executives provide the necessary leadership in terms of integrity, conscientious attention to the overall direction of the administrative machinery. and the promotion of a clean and responsive administration.

6.7 There may be greater need for performance appraisal on the basis of set performance standards. Greater objectivity in evaluation may have to be ensured. The inadequate exercise of delegated authority may have to be checked.

6.8 We must have assessment of manpower requirements. Inventory of current and projected manpower resources would be needed to check underemployment and unemployment.

6.9 The implementation machinery is very weak. The personnel working at various levels have no proper commitment for the tasks to be performed. So many committees and commissions have been set up in India for administrative Reforms but most of the recommendations of these bodies had watered down and diluted in content.

6.10 The economic progress of the country depends on the social and political order ensuring at least the security of life and property. The maintenance of such an order is linked with the political authority and the administrative resources. We have to ensure a high calibre of political leadership and a high degree of integrity amongst the services.

PERSONNEL MANAGEMENT SYSTEM

In the last twenty years of planned development, we have not made any substantial changes in the system so as to reorient it to the goals of development and welfare. The expanding developmental responsibilities of the Government call for basic changes in the personnel policies - a change in kind, not just in degree. The duties and requirements of each job have to be defined clearly and in detail on the basis of a scientific analysis of its content. The administrative structure may be so re-cast as to provide adequate opportunities for self-development and self-fulfilment of each official. The existing personnel system does not meet with these requirements. It has to be changed and changed radically.

7.1 The selection system should not be a closed system but should permit lateral entry from outside government. Higher administrative positions should be manned from all

services - generalists as well as specialists. Persons filling these posts should have subject-matter competence as well as managerial skills and experience.

7.2 For proper assignment of duties and responsibilities and ensuring rational comparability of emoluments, a scientific job analysis and evaluation should be undertaken. The fixation of responsibility must be clear and specific.

7.2 Promotion prospects to a higher position should be available to all possessing the needed skill, experience etc., and should not be restricted by virtue of entry into any particular "Class" or Service. Promotion should be based on performance rather than seniority.

7.4 There should be dynamic and innovative approach to administration and a major 'break-through' is needed in values, attitudes and behaviour of civil servants.

7.5 The apparatus and machinery for the redress of the grievances of the employees must be streamlined. Where the volume of work in connection with the departmental enquiries justifies the appointment of a separate officer to deal with disciplinary proceedings, such an officer should be appointed. Civil service Tribunals may also be set up.

7.6 The conditions of service should be improved. The Government should accept in principle, the need to provide reasonably good accommodation to all its employees. All the employees should be paid as much so as to enable them to keep their families upto a certain standard of subsistence.

7.7 There should be a proper public relations orientations. The relations with the citizens should be improved so as to get their maximum voluntary participation for achieving the proposed planning targets.

7.8 The training activity should be viewed as an integral part of the broader development programme of government personnel. Training should be continuous and at all levels. For this purpose, career planning deserved highest priority and steps should be taken to develop such an activity. As a part of this step, non-formal training such as on-the job training, proper supervision etc., should be properly linked with formal training activities.

7.9 The policy, institutional and operational framework of the personnel system must be so redesigned as to meet the current needs of administration. So far every response has been conceived within the traditional framework and standards which have insufficient orientation towards achievement of development goals and objectives

7.10 The existing staffing patterns may need some significant modifications to induct specialists and professionals in larger numbers. The generalists will need to develop, through appropriate career development plans, specialised abilities and insights in one or more allied areas of administration.

Bureaucratic Commitment

It has often been emphasized that bureaucracy cannot be an agent of change. It is also doubted whether the top administrators will be able to discharge their duties with the requisite devotion, enthusiasm and fervour without sharing and identifying themselves with the political objectives of the Ruling party.

8.1 There is a school of thought which upholds that top civil servants have not much faith in socialism. The most impressionistic age of the civil servants had been spent up in equipping themselves with rich heritage. The I.A.S. being the successor to the I.C.S., very little change has so far been affected either in system of recruitment or in the inservice training.

8.2 Civil service has become a powerful vested interest in the country. Most of the civil servants exhibit traits of authoritarianism. The service has, of late,

been indulging in trade union activities. Even the abolition of privileges of I.C.S. has not been smooth.

8.3 The theory of neutrality is based on the assumption that there is dichotomy of the decision-making and execution levels. This concept is fast disappearing even in the countries where it originated. The process of policy making is no longer confined to the top levels but has trickled down to much lower levels.

8.4 A civil servant takes an oath to abide by the provisions of the constitution. He is committed to apply Directive Principles of State Policy into practice and to advise the political executive about the major policy decisions.

8.5 The civil servant should be, like others, full of national sentiments. His real commitment should be to the bigger cause, i.e., it should arise out of a sense of identification between themselves and the nation.

8.6 It may be useful to evolve a code of professional ethics for the civil service as a whole. Proper type of training may also be necessary to inculcate the right type of attitudes. There should thus be proper awareness about training.

8.7 It may also be kept in mind that the administration is an integral part of the super-structure and without drastic changes in the social structure, not much that is beneficial can be accomplished.

8.8 Bureaucracy does not concern with all segments of society and is often confronted with pressures and counter pressures of differing priorities, conflicting tactics, and of conglomeration of demands. It has to remove the public feeling of distrust, initiate a process of political socialization and facilitate planning of strategies and identification of the people with the goals.

8.9 Attempts will have to be made to arrest deterioration in administrative standards and to check too much undue political interference. The senior civil servants should also shed their present cynical attitude towards their political bosses and develop faith in the maturing of the democratic process over the years.

8.10 There should be dynamic and innovative approach to administration and a major 'break-through' will be needed in values, attitudes and behaviour of civil servants. The traditional approach has to be shed off at an early date.

Key Issues of Major Programme Areas

9.1 'Tryst with Destiny' pledge in which Shri Jawahar

Lal Nehru wanted his countrymen to dedicate themselves to the "service of India and her people and to the still larger cause of humanity" was later enshrined in the Directive Principles calling upon the State to direct its policy towards securing (a) that the citizens men and women equally, have the right to an adequate means of livelihood, (b) that the ownership and control of the material resources of the community are so distributed as best to sub-serve the common good, (c) that the operation of the economic system does not result in the concentration of wealth and means of production to the common detriment". This pledge must guide us all.

9.2 The concept of socialism in the minds of the people appears to be vague. Though it is a creed for nearly all the political parties in India, there is no agreement as to its contents. Due to lack of clarity, every 'radical' and 'developmental' programme is taken to be a 'socialist programme'.

9.3 We have to distinguish between "welfare Programmes" and the Socialist ones. Whereas the purpose of the former is to provide a minimum share of national product but the latter are essentially designed to transform all such economic, social and political

institutions which extend support to one man to exploit and dominate the other for his personnel advantage.

9.4 The green revolution has widened the disparities between the rich and the poor. The Community Development and other programmes have not in any way helped the people to come near the administration. It has only slightly helped a section of the agricultural labour to improve their absolute levels of living. The community development programme lays emphasis on exploiting the existing socio-economic institutions but it has failed miserably.

9.5 Land reforms were long overdue and it is only now that there is talk about it. There is hardly any unanimity about the ceiling to be put on urban and rural property. The primary objectives of the land reforms measures is to remove the impediments upon agricultural production which arise due to the character of the agricultural structure.

9.6 Most of the developing states are new to the concept of a nation state. They were either dynastic states or tribal societies. That the nation-state is

the political vehicle through which people require dignity and through which the economic and social benefits of modern science and technology can be made available is universally accepted. Nation building is the deliberate fashioning of an integrated political community within fixed geographic boundaries.

9.7 After the adoption of socialist Pattern of Society " as a national objective, there is greater and greater emphasis on Public Sector. Huge amounts are being invested in public sector but most of them have failed to show any profit. We have to adopt a more cautious approach.

9.8 The methods of granting licences has not been objective. It has created certain monopolies. The capacity of the few private hands has increased and vested interests have developed. Because of the very high rates of income-tax in the higher brackets; the evil of black money has acquired alarming proportions.

9.9. The task of mass awakening cannot be performed by any administrative organisation. The responsibility lies not only on the political parties but also on the institutional safeguards. Strengthening of Panchayati Raj and broadening the base of democratic decentralisation is to be encouraged.

9.10 The implementation of the Plan Schemes and projects has also suffered a good deal from the lack of the attention to their detailed phasing and planning. The central ministries should work out in fuller detail the administrative and operational implications of each programme and ensure its proper phasing. For a development plan and for the programmes and projects comprising it, time-phasing is very important which in turn heavily depends upon an economy's administrative and organisational capacities.

Procedure-Ridden System

Of late, there has been erosion in the administrative structure and a departure from the narrow and strait path of rectitude to a subservience to vested interests. The existing procedures and methods for collecting and analysing data is inadequate and dilatory.

10.1 The administration has to maintain and inviolate the basic democratic framework notwithstanding the pulls and pressures of such a lop-sided political development. Administration has to ensure stability and strength to insulate against the risks implicit in the lop-sided equation. Administration is not something which would work in a vacuum. It is essentially a social institution which continuously interacts with its environments. We must, therefore, make efforts to strengthen and expand the social and political infra-structure with the object of creating or releasing new resources for development, including the basic resource of the will to develop.

10.2 The bureaucrat is busy laying foundations of files for schemes that do not see the light, the politician is building images of his party and himself. Each new image is one more step removed from reality. Administration is an essential part of the total developmental process and the improvements can be brought about if the political executives provide the necessary leadership in terms of integrity, conscientious attention to the overall direction of the administrative machinery and the promotion of a clean and responsive administration. There should also be enlightened public opinion behind them.

10.3 In the context of the transitional societies, administrative development should be conceived what an expert has said, to include both qualitative and quantitative changes in bureaucratic policies, programmes, procedures and methods of work, organisational structures and staffing pattern, number and quality of development personnel of different types and patterns of relations with the clients of the administration. To obtain an effective and efficient machinery of government, the existing machinery must be continuously simplified, perfected, developed and evaluated. The administrative reforms, to be meaningful must be basic in character and should not merely tinker with the existing system and procedures.

10.4 The Central Government and State Government have attempted to reform the administration to make it "a fit instrument for carrying out the social and economic policies of the government and achieving social and economic goals of development, as also one which is responsive to the people". Administrative Reforms Commission was appointed in 1966 and during its working it has submitted twenty reports. There is already an implementation lag and the greatest challenge is before the administrator either to implement the recommendations in the right spirit and right attitude or to throw them aside as useless before they become out of date. The experience of the people, however, with the commissions in general has so far been somewhat disappointing. The public is cynical and lukewarm. Not unoften the reports of such commissions have filled the shelf, instead of fulfilling aspirations. Even when some of the recommendations are implemented, they are watered down and diluted in content that their working is so indifferent that it cannot eradicate the old defects and deficiencies which insist and persist.

10.5 The Administrative Reforms Commission has pointed many instances of multiplicity of levels for decision making. There are inevitable delays and even the best schemes are concerned due to bureaucratic apathy. The Commission recommended that there should be only two levels of consideration and decision below the Minister; namely, (i) Under Secretary/Deputy Secretary and (ii) Joint Secretary/

Additional Secretary. Work should be assigned to each of these two levels on the lines of "desk-officer" system. Further, there should be set up in each ministry or major administrative department a policy Advisory Committee to consider all important issues of long term policy and to inject the inputs from different areas of specialization into problem-solving.

10.6 Fulton Committee on the other hand has recommended that the principle of accountable management should be applied to the work of all departments, involving a clear allocation of responsibility and authority to accountable units with defined objectives. Where measures of achievement can be established in quantitative or financial terms and individuals held responsible for output and costs, accountable units should be set up. Work of this kind should be organised into separate "commands under managers with clear-cut responsibilities and commensurate authority and accountable for performance against budget standards of achievement, and other tests; within his unit each manager should set up sub-systems of responsibility and delegated authority.

10.7 There is too less of délegation, and specially in the field of financial management there is hardly any decentralisation of authority. The Ministry of Finance has become very powerful these days and unfortunately too many powers are centralised there. There should be a through review of the delegations in the light of the requirements of the changed circumstances.

10.8 A viable effective organisation with less of hierarchy and bossism is necessary to remove bottle-necks which stand in the way of effective implementation of policies. The personnel working in the organisation should be so dedicated that the atmosphere of freedom should permeate the entire organisation.

10.9 Whenever reforms are to be introduced, there is the need of a thorough research in the field of administration to see as to what are the defects and what would be the impact of these reforms. The Universities, professional institutes and similar other bodies can play an effective role for developing 'clusters' of fresh-thinking people and such intellectualls can act as outside experts or as resource persons. Such steps have been taken in the field of private administration specially in the West to bring about organisational change.

10.10 The compulsions of development will make unavoidable an increasing use of automatic data-processing equipment. Therefore, there will be the necessity of introducing substantial changes in communication systems, feedback procedures, staffing patterns and training programmes.

10.11 The strategy for reforms in procedures should be adopted. Special attention should be focussed on

(a) hard-core issues

(b) nodal points from where a chain reaction of administrative improvement and innovation can spread.

(c) Improving programming of administrative components of plan projects and programmes.

(d) Improvement of methods of progress reporting/follow up of reforms implementation.

Role of the Political Parties

The responsibility for creating a public opinion rests on the political parties otherwise whatever has been legislated may not be implemented in spirit. The lead for translation of objectives of the plan has to be given by the political elite.

11.1 So far, the political parties- both major and others have been giving inadequate attention to administrative issues in their manifestos. Most of the party manifestos are silent about the new administrative changes.

11.2 Whenever there is any mention of the changes in administrative planning, there are too broad and too platitudinous, higher sounding words. Major issues are seldom discussed. Most of the political parties are very keen that administration should be suitably strengthened, but they hardly suggest anything.

11.3 There is not much of enthusiasm even in the ruling party to bring about any marked changes. In the Parliament the discussions relate mostly to peripheral matters, and the basic questions remain-unanswered.

11.4 There has been increasing interest of the politician in administration. The one-man A.N.Mulla Commission appointed by Kerala Government in 1969 to enquire into charges of political corruption against some of the State level ministers amply confirmed it in its report published in 1971. The Commission disclosed: "I have no doubt in my mind that it was the officers of the state who claimed to possess inside information which, communicated to the willing and hungry ears of rival political groups, formed the basis for most of these charges. Quite a few officers in the administrative services have become partisan and have lost the guts to function in an independent manner".

11.5 Political parties will have to lay proper emphasis on formulating overall policy framework for suggesting definite directions in which the administration should proceed. The civil servants have become too much militant and often resort to strikes etc. Political parties should evolve a code of conduct taking upon themselves not to interference.

11.6 Political parties do plead for better service conditions and for ensuring economy in administration. Communist Party of India proposes a drastic cut in the total elected strength of the legislature, Jan Sangh promises a fair deal to the pensioners. But Political parties have not taken sufficient steps to mobilise the public opinion against the existing inertia and rigidity with the result that the system continues to be traditional.

11.7 The cases where the civil servants have been toeing the line of the ministers for personal interests and the ministers getting undue favour from them has to be checked up. Political leaders cannot be immune from helping some of the supporters and even in the advanced countries this malady persists. Sometimes prevalence of other considerations such as caste, religion and are makes decision making process vulnerable to pushes and pulls. These factors taken together create a situation where political considerations out weight the expediency and soundness of administrative decision-making.

11.8 Political Parties should, on the basis of political insight and scientific research, spell out their views more concretely on administrative changes. Moreover, when the party gets into power, it should make hold and preserving efforts to grapple with bureaucratic resistance and inertia to wholesale administrative changes needed in the interest of promoting greater tempo.

11.9 While selecting ministers, care should be taken to select such persons as are needed for providing, directing and controlling bureaucracy so that it is able to face the challenging tasks tactfully and enthusiastically.

11.10 Political parties should pool all their resources in such a way as to make administration a fit instrument for solving the problems of poverty, ignorance and social conflicts.

Abstract

The next plan period is going to be a crucial one because of the high expectations raised by the pronouncements of important leaders in power and the strategies outlined in the basic approach paper. The theme of this paper is that there is a general inadequacy in adopting organisational structures, personnel systems and work methods to the requirements of developmental tasks. Administration, unfortunately continues to be a closed system with accent on procedures rather than attainment of programme goals and targets. Much attention has not been devoted to behavioural components of Indian bureaucracy as a large and complex human institutions. The new pressures generated by the development process and environmental challenges would demand serious administrative planning and enhancement of administrative capacity and capability. Programme formulation, implementations and review would thus need an added emphasis. The administration will have to be more sensitive to the political process. The compulsions of economic development should increasingly necessitate the majority of the civil servants to be committed to national goals of development and yet remain partisan on controversial political issues.

/dp.

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI.

MEMBERS' SIXTEENTH ANNUAL CONFERENCE

(October 29, 1972)

Some Notes on Administrative Aspects of Approach to the
Fifth Five Year Plan with Special Reference to Bihar

By

Dr. Vishwanath Prasad Varma
University Professor of Political Science and
Director, Institute of Public Administration,
Patna University.

The fifth plan is expected to be immensely massive - to the order of about Rs. 50,000 crores and hence the administrative machinery has to be streamlined so that the huge expense incurred may gratify the desired goals and the newer expectations and demands of the people of this country. The administrators have to remember the two key word of administrative science-economy and efficiency.

(A) Education

Education has to be tackled from an integrated standpoint. Inter-sectoral rivalries are unwise. It needs no repetition to stress the point that for the educational development of the country, unless primary and secondary schooling are strengthened, higher educational qualitative achievement at the college and University levels would not be forthcoming. Hence not only should additional money be spent over primary and secondary education but the administrative machinery should also be strengthened so that

schools which are becoming more or less centres of lawlessness may again become centres of academic advancement and moral growth.

For the success of any plan, educational resources have to be thoroughly harnessed. In this paper we are mainly concerned with administrative aspects hence the problem of educational administration may legitimately be discussed. In Bihar, there has been a persistent move for increasing nationalisation of educational institutions. Some months back, all the primary schools in the state were taken over by the Government. Now there is a move that all secondary schools should be taken over by the state and their financial commitments borne by it. There is also a strong demand from the side of teachers of affiliated colleges in the state for the conversion of these colleges into constituent ones. While there can be no rebuttal of the contention that private management has been very disastrous so far as salaries and provident fund of teachers are concerned, the state, probably, may not be able to assume this increased burden. At the administrative level, it is not surprising that primary and secondary school teachers have demanded governmentalisation because private administration is and was for them worse than what it would be under the government. If bureaucratic arbitrariness, vagaries and excesses are weighed in the scales against the erratic manners, whims and interventionism of the secretaries in private schools, the scales will be heavily tilted against the latter. At the college level, while the conversion of the affiliated into constituent colleges will remove the arbitrariness of private

....3/p.

management, it will also increase the powers of the university senates, syndicates, examination boards and academic councils over increasing areas. In a democratic setup, the increasing freedom of universities and colleges from governmental control is a most desired objective. But it must be noted that university administrative agencies have not established their reputation for following statutes, rules and regulations. Some kind of financial control by the government is desirable, when it is pouring crores of rupees in the financing of universities and colleges. A very clear line has to be demarcated between university autonomy and the financial control of the government which is the source of supply of funds. But in the name of financial control, the vagaries and pin pricks of secretaries and deputy secretaries of the government must not be given encouragement. While the government is releasing funds earmarked for universities, it is not the personal property of the government officers that is being distributed. After all, this is people's money. Hence government officers should rid themselves of the delusion that since the money is passing through them they can incorporate their disturbing techniques and tactics into the processes of financial administration.

In the Fifth Plan, it is estimated that Rs. 3300 crores would be allocated to educational development. The Central Advisory Board of Education has rightly proposed that topmost priority should be given to universal free, primary and middle education by 1980-81.¹

1. Statesman, Delhi, Wednesday, September 20, 1972, p.1.

....4/p.

It is high time that the Government decides on a more or less final policy towards English and its place in the school curriculum. In Bihar, there has been considerable confusion and deterioration of standards consequent upon a vacillating policy towards English. In certain circles, English is considered to be a vestige of imperial rule. On the other hand, progressive educationists and politicians are aware of the great importance of English in the field of international culture and politics today. But apart from the merit attaching to English, too much of vacillation regarding whether English would be a compulsory subject at the school stage or a merely optional one has caused great confusion. At the University level also, sometimes, in some of the eastern Indian Universities, Hindi fanaticism has resulted in academic chaos. At the administrative level, sometimes it becomes difficult to follow a consistent policy towards all these problems. Apart from the confusion that a vacillating policy creates, it gives leeway to some of the nefarious designs of some administrators to interfere in departmental workings in the name of the championship of Hindi. It is thus imperative to decide on the role of Hindi both in the educational curriculum and in the carrying on of administration.

(B) Agriculture

(i) Farm Production

In a developing economy, agriculture instead of being a subsidiary source of production assumes the character of an industry

...5/p.

itself. Hence it will be essential to establish an Advisory Board in the Agriculture Department wherein private sector as well as public sector industrial experts can be called upon to tender advice for boosting farm output.

(ii) Drought and Flood Problem

In 1967, Bihar was subjected to a very severe drought. In less than five years, the state has been ravaged by partial drought again. In planning for the state, topmost priority has to be given to the control of floods and drought. This may involve long-term planning for fifteen or even twenty years. Such a master plan, if fully executed, alone can save the people of this state from natural calamities which bring untold misery specially to the poor sections.

It has been revealed that some part of the administrative machinery in charge of floods and drought relief is subject to corruption in various quarters. Trading in human misery is a persistent phenomenon of the Indian society. The channels of distribution of foodgrains are defective. I can only suggest that there should be increasing supervision over the distribution system.

(iii) Agricultural Marketing

Till the end of 1971-72, the number of cooperative societies in Bihar was 32540 out of which 3379 were more or less defunct. In Bihar there are 290 Vyapar Mandal Cooperative Societies.¹ But their performance is not marked by a spirit

1. The Searchlight, September 24, 1972 p.3.

....6/p.

of seriousness and vitality. They need improvement of their finances. There are 33 Primary Cooperative Marketing Societies in India. In a developed economy, it is essential to improve the working conditions of the rural service cooperatives, cooperative marketing societies and urban consumer cooperatives. Administration has to play a vital role here because it is expected that in the fifth plan nearly 1600 crores will be allocated for agricultural marketing through the cooperatives.

(C) Employment and Industry

Creation of gainful opportunities of employment is a control problem in any planned and developing economy. The private sector has to come forward in this field and it has to follow a policy whereby it can share its managerial, supervisory and technical expertise with some of the public sector understandings and also help in the growth of a liberal personnel policy. For creation of employment opportunities, small industries have also to be fostered. It was one of the dreams of Mahatma Gandhi that Indian villages should become self-sufficient. Unfortunately, four Five Year Plans have been oriented mostly to industry and large-scale agriculture. The poor agriculturists have not received adequate quantum of economic subsidise and administrative attention. If the down-trodden villagers and poor urban workers will see the advantage of planning they will like to become more and more involved in it as well as become active participants in its various processes. Hence

.....7/p.

the planning has to be oriented in such a way that unemployment can be really reduced.

Unless the quantum of industrial production is accelerated, mere emphasis on distribution will be inadequate to solve the problems of poverty in the country. Development of electric power, irrigation and transport facilities are essential for boosting production. The states and their civil servant have also to be active on this front.

Bihar is a economically backward state and intensive administrative efforts are essential for the improvement of small-scale industries in the state.

The Life Insurance Corporation of India has advanced nearly Rs.24 crores so far to the Bihar State Electricity Board for expansion. The administrative structure of this board needs streamlining and more control over the field officers.

(D) De-Concentration of Economy

The directive principles of state policy in the Indian Constitution firmly contemplate elimination of economic centralisation and of the amassing of economic power. It is a fact that Indian economy has, in several areas, been developing the trend to concentration. The problem we are concerned with is the administrative measures that can be followed to check this trend. While the legislatures may pass laws to check concentration in urban and rural areas, some of the administrators try to follow a weak implementation programme and thus the directive principle is ignored.

....8/p.

(E) Holding the Price Line

The price line has been rising at a phenomenal rate. Politicians may derive comfort from linking the Indian price phenomenon with the global phenomena as a whole. The lower middle classes, and the landless labourers are the worst sufferers of the spiraling price rise. While the economists would correlate price rise with the necessary concomitant strains of a developing economy, the politicians would link up price rise with the two Pakistani wars and the increased expenses of militarisation. But it is a fact that the consumer price index has risen from 115 points in July 1959 to 238 points in July 1972.¹ In this area, a definite policy has to be formulated by the politicians which can be implemented by the administrators.

(F) Development of Adivasi Areas

Madhya Pradesh, Bihar and Tamil Nadu are some of the states which have significant tribal problems. In Bihar sometime back, the Chotanagpur and Santhal Parganas Development Authority was created. For the development of the tribal areas, it is essential that the rampant misery prevalent there is removed. Agriculture has to be modernised and a broad-based scheme of industrial growth including small industries has to be popularised. Without infra-structural growth in the field of transport, communication and transmission of technical skills as well as removal of

illiteracy, this backward belt cannot progress.

1. The Indian Nation, Thursday, September 21, 1972, p.8.

(G) Corruption in Administration

It is a satisfaction to find that 77 Bihar Gazetted Officers have been incriminated by the Anti-Corruption Department on various¹ charges. Earlier also, it was announced that 25 government officers had been served with notices of compulsory retirement. It does not need reiteration to maintain that all government officers must be above any kind of suspicion of corruption. But the Anti-Corruption Department mostly directs itself to punishing such individual officials who do not have adequate political backing. It should not appear that only the small fries are being punished and the department is afraid of the big sharks. Secondly, the charges enquired into must be prima facie substantial. Flimsy, vexatious, arbitrary and erratically conceived charges some of which may sometime be engineered by disgruntled elements, sometimes by subordinates in the same departments, who want to wreck vengeance on a strict superior, must be avoided. An officer must be able to breathe in the spirit of freedom so that he can give his maximum attention to the enhancement of the efficiency and utility of the machinery of administrative functionalism as well as to the acceleration of economic production. If subordinates are allowed to make flimsy charges, this may have an adverse effect on the morale of the officers.

1. The Searchlight, September 19, 1972, p.1.

(H) Black Money

Communists have lamented that a vast amount of credit from the nationalized banks and the LIC has gone to fill the coffers of the industrial monopolists. They have also complained that the charge of vast amount of black money in circulation in the country has been corroborated even by the Wanchoo Committee. According to this (Wanchoo) Committee the amount of black money annually created touches the high peak of Rs. 1400 crores. In the grant of licences also, there is need for following a policy based on greater integrity and non-discrimination.

(I) New Districts

It has still to be seen whether the increased expenditure over the creation of new districts in Bihar will justify the hopes raised about adequate implementation of development plans at district levels.

(J) Conclusions and General Reflections

According to the Gandhian philosophy, as well as the principles laid down in the fourth chapter of the Indian Constitution, India's Swaraj has to be a Swaraj for the people wherein there should be no place for poverty, misery, social and economic discrimination, political preference and educational backwaters. It has been seen that for the last 21 years, when planning began in this country

.....11/p.

there has been no lack of definition of objectives and priorities, but it remains a fact that aggregate statistics tend to hide the dark and dismal picture that is presented to the naked eye in the slums of the towns and cities as well as in the rural areas. The figures that are given in the departmental reports and sometimes in speeches in the legislatures, are in terms of aggregate statistics and averages which sometimes may be misleading. For this I will suggest periodic visits to depressed areas by responsible politicians, administrators and educationists who on the basis of opinion survey should gather the data which could give a real picture of India's progress in the field of nation-building and state-building from the grass roots upwards.

It is difficult to locate the real culprits for the short-falls in our earlier three plans and in the current fourth plans as well as for the discriminatory distribution system due to which the fruits of planning have not gone into the pockets of the poor. Legislators will put the blame on bureaucratic bottlenecks and will like to have a committed bureaucracy. Bureaucrats, on the other hand, fling the blame on the paucity of resources and an inadequate supply of strategic objects in times of crises. Some will put the blame on the defective railway distribution system and the inadequate supply of wagons whereby distribution is impeded even in times of famines and drought. I do not think there is much wrong in the formulation of basic aims and objectives and the laying down the priorities, nor is there much obvious inadequacy in the mechanism

....12/p.

of the administrative organisation although it may require changes here and there. I think that the basic point which has to be emphasized is the absence of a dynamic elan whereby through hard, persistent and sincere work the objectives can be implemented in practice.

Since the Indo-Soviet treaty of 1971, our relations with the Soviet Bloc are becoming closer. There has been an announcement of Indo-Soviet collaboration in the field of planning. Some agencies also are to be set up in that direction. But it has to be watched that we do not become a pawn in the game of Soviet power politics.

The country as a whole is suffering from the maladies of taxation arrears. Even in the state of Bihar, through the newspapers, complaints are made that huge arrears have collected due to non-payment of taxes. The Patna Municipal Corporation has been a constant complainer on this score. The administrative machinery has to be tightened on this front also. One of the reasons why people are reluctant to pay corporation taxes is the poor and extremely inadequate service facilities given to the consumers. In assessing holdings also, sometimes, administrators follow discriminating policies. The entire field of urban government including corporations, municipalities and Notified Areas needs administrative promotion.

The concept of joint sector is meant to utilize the managerial expertise of private industrialists and entrepreneurs who have been

in the field for a long time, for the purposes of industrial growth. But the concept of the socialist joint sector has been criticised as an indirect effort to aid the industrial monopolists in the policy of exploitation of the people with the money supplied by the government. It is important that the administrative machinery is tightened to curb monopolists, profiteers, black marketers and others who disturb the food distribution channel in the country.

....

/dp.

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
NEW DELHI.

MEMBERS' SIXTEENTH ANNUAL CONFERENCE

(OCTOBER 29, 1972)

Administrative Approach to the Backward
Classes Welfare Programme under the
fifth five Year Plan.

By

S.P. Sinha,
Assistant Director,
Bihar Tribal Welfare Research Inst.,
Ranchi-8.

Backward classes Welfare Programmes are particularly meant for amelioration of the condition of the weaker section of our community so that they may be brought in the mainstream of our national life. For the last twenty five years since independence, we have been recording one resolution or the other to deal with the hapless situation; but the more the measures were adopted the more situation of the weaker section deteriorated. Result is that in the larger context of Garibi-Hatao the condition of the Scheduled Tribes and Scheduled Castes requires our special attention and special administrative approach which is the subject matter of this small article.

The term weaker sections, rural poor and backward classes have been used off and on to denote a significant of Indian population who has been hitherto

the most neglected group. Invariably the Scheduled Tribes, Scheduled Castes and other Backward communities are meant by this terminology. While an objective definition is impossible, an income based criterion can be advocated. The most commonly mentioned criterion can be economic. But the tragedy is that in determination of the Scheduled Caste and Scheduled Tribes economic criterion does not work, rather the right of inclusion in the above list published by the President of India from time to time is based on birth and caste. Therefore ethnic basis of the caste and tribe who are Scheduled give always an impetus for the thriving of a vested interest who might be economically well off. These human parents always try to keep strangle-hold on their people's demand for more and more funds and projects. The vicious circle is that the rich and resourceful members of Scheduled Tribes and Scheduled Castes benefit themselves at the cost of those who are really poor, helpless and indigent masses who deserved the safeguards of the Constitution and the benefits of the Governmental ameliorative special measures under this head. Not that our administrators are unaware of it, rather times and again the Prime-Minister Mrs. Indra Gandhi has tried to snub those who want to perpetuate the backwardness for their own selfish end.

..3.

At one place she univocably declared that she wanted to drive out the word "backwardness" from the India vocabulary and she resented the vile designs of the vested interests.¹ But it looks that we are in a vicious circle and we shall have to make special effort to come out of this mess.

Not only the Prime-Minister, even the Supreme Court on 31 January 1972 held that the determination of a class to be grouped as backward for admission on reservation basis to higher educational institutions, a test merely based upon caste or community can not be accepted as valid.²

But we have to assess what new administrative approach is required to deal with this peculiar situation. The existing administrative machinery in tribal areas and specially in the Tribal districts of Bihar had some distinctive features. It was paternalistic in mode and it depended more for its successful operation, in large measures upon the personal qualities of character, initiative and vigour. The districts in

-
1. Prime Minister Mrs. Indra Gandhi's speech in the Conference of Ministers in charge Backward classes Welfare, New Delhi dated May 1971 published in News Bulletin of Social Welfare Dept., New Delhi.
 2. Digest of News and Views on Scheduled Castes and Scheduled Tribes Vol. IV No. 3 March 1972 P. 78. (Lok Sacha Secretariat, New Delhi).

..4.

which Military officers were employed were known as Non-Regulation, while civilians were exclusively employed in the Regulation districts which were governed by the laws made under the Charter Acts, which were called Regulations until 1834. Element of administration in such areas were predominantly military with the civilian part occupying a secondary position. To quote O'Malley', "The Non-Regulation provinces were less advanced areas, in which the introduction of the ordinary law with its formality and more elaborate procedure was considered inadvisable and which were accordingly excluded from the operation of Regulation and Acts in force elsewhere in British India. The Governor-General in-Council had, instead power to make laws for them by executive orders, for which a parallel is the issue of orders in Council made by the Crown for Crown colonies. The officers serving in them were at the same time required to ordinarily conform to the principles and spirit of the Regulations to act according to justice, equity and good conscience in cases not covered by laws or rules."³

The non-Regulation system with its simple methods of administration and avoidance of complicated

3. O'Malley L.S.S.: The Indian Civil Service (1601-1930) London (1965) P.53.

norms and procedure was considered peculiarly suited to aboriginal races and if Metcalf is to be believed the paternal despotism was not only the happiest but the only regime for India.⁴ This system was followed when scheduled Districts Act of 1874, Government of India Acts of 1919 and 1935 were promulgated. As a matter of fact the steel frame of the administrative edifice continued till this day at least in Bihar Tribal districts supported by different protective tenurial legislations specially meant for the area. It was one thing to get this machinery operated for the purpose of keeping the umbrella of protection on the heads of the tribals so that they do not rebel and create law and order problems but it was quite different when our constitution makers enjoined on the government not only to protect the economic interest of the tribals and safeguard their way of life so that they do not rebel but also to ensure that they are brought back from historical isolation and their development is ensured so that they might take their legitimate place in the general life of the country. Thus the goal set up by the Article 46 of the

4. Metcalf T.R.: The Aftermath of Revolt, India 1870-1872, Princeton (1965) P. 250-252.

Constitution is assuring a progressive life to the members of Scheduled Tribe and Scheduled Castes and other weaker section of our community. Our goal is to emancipate them from all forms of exploitation.

But when we are celebrating the quarter century of our Independence we are amazed to find that the goals that failed still continue to assert themselves in different forms. We have had the Tribal Development Programme as well as Verrier Elvins' New Deal but they all failed miserably. Philosophy to make a tribal catch a non-tribal in economic race remained unrealised. We are going to have fifth five Year Plan, we must have a different administrative approach altogether and we should not repeat the same mistake again and again. Even Planning Commission (Social welfare Unit) has accepted that from Fifth Plan onwards a policy of integrated development of Tribal areas be adopted because the problem has more than connotation of a welfare programme. The approach shall have to be changed. The working paper⁵ of the Planning Commission has suggested rightly that apart from integrated area planning for the tribal areas the problem of development

5. Working paper for the Task force meeting on Development of Tribal areas dt. 4th and 5th Sept., 1972, Ranchi.

of small pockets of tribal concentration through out the country should not be overlooked and there must be a joint planning and implementing authority to ensure that the interest of the area as well as of the tribals are nursed together. Keeping this end in view it can be suggested that the criteria of identification of Tribals areas; changes or innovation required in broad legislative frame work applicable to tribal areas, the frame work of the administrative set up in tribal areas, types of development programmes and components of infra-structure, ensuring peoples participation etc. should form part of our new administrative approach.

By and large we have some clear cut segment of Tribal areas through out the country some of them have attained their status of statehood recently. We have the Tribal areas in the north-eastern Zone State union territories like Meghalaya, Nagaland, Arunachal Pradesh and Mizoram which are tribal states/union territories and their State Plans benefits are largely for the Tribal population. They have no problem of getting step motherly treatment from dominant group of people, but nonetheless it is very difficult to say that in these Tribal States the dominant tribals are not misappropriating the gains otherwise meant for less

dominant and less developed areas. Therefore, the need of the hour is to have a realistic view of situation.

Of the remaining states, (except Haryana, Jammu and Kashmir and Punjab mostly without tribal population) districts with substantial concentration of tribal population can be listed and comparable administrative units on taluks or block level can be identified for graded backwardness. The need is that the people, considered to be backward by the yardstick of economic backwardness as suggested at Rs. 20/- per capita expenditure per month (1960-61 price) should be recategorized. It is believed that no plan can work on the ethnic basis, rather things that are economic should have economic bearings. The approach could be area based as well as community based but one should always keep in mind that economy criteria in the community development is used and only vested interest who want to perpetuate backwardness and excluded. These human pests should be excluded from perview of the developmental benefits. This can very well be done by rigorously enforcing economic criteria as basis of granting any benefit.

But on area level there should be single line agency foundation for which still remain in some form very much in the tribal areas. Andhra Pradesh,

Madhya Pradesh have experimented with this idea but in Bihar situation has been different. Evensince the Zilla Parishad has started functioning in some of the tribal districts of Bihar (Ranchi and Dhanbad), there has been sharp erosion in the power of the Deputy Commissioner. With the introduction of the Zilla Parishad Act the Deputy Commissioner who was hitherto central figure in non-Regulation paternalistic system has now to share his unlimited powers with the Adyaksh of the Zilla Parishad. A special hierarchy built up from Block level at the bottom and Adyaksh level at the apex has already sliced away a big chunk of Districts officer's domain which has been reduced to simply taking action to maintain law and order. This has been done without changing the tenurial situation where the Deputy Commissioner is the central figure and acts as a guardians of the raiyats. This duality is bound to create anomolous situation. Recently for the Authority area (Chotanagpur Santal Parganas Autonomous Development Authority) one Area Development officer has been appointed, an action which has reduced the office of the Commissioner in that area a mere cipher, discharging the judicial functions which the local tenancy legislations impart to him. Too much experiments, sometime also lead us

to nothingness. We feel that still single line system, if allowed to function, can deliver the good. Experience is that a general administration for tribal areas has always been a cause of unrest among the tribals. There should be separate cadre for tribal areas administration. This will end adhocism in planning and implementation because those who would execute the plans shall have to own responsibility for not bringing about the desired effect. Present situation is that a persons trained up to work in tribal areas and getting a little bit of experience in tribal affairs is most callously sent to non-tribal areas. The tribals have never the feeling of owning these implementing personnels of the plan and a sense of alienation and sometimes animosity prevails. The Governor of Bihar while inaugurating the Chotanagpur Santal Parganas Development Authority on 13th November, 1971 very rightly opined that there is need of assessing that the officers posted in tribal areas have been useful to the tribals by their acts, demeanour and exertions. We do not know whether this piece of advice was picked up by the State Government or not. But there could not be now two opinions that salvation of the tribals lay in governance by a set of technically

trained people set apart as different from the general cadre. This, we are afraid, may generate isolationist feeling no doubt but that can be meligated by the quantum of real welfare and development done to them.

The implementation of broad legislative frame work does not require much change, rather it requires the change of heart on the part of the executors of the legislations. In this regard we have the example of one case study 'Off logs and Men' by the Indian Institute of Public Administration, New Delhi, in which it has been shown that inspite of all the difficulties that lay in the way to do the real good to the tribals of Bastar, the Deputy Commissioner say his way through plethora of Judicial rulings and could be able to secure the rights of the tribals inspite of the fear of his actions being declared as ultravires by the High Court. Recently another Deputy Commissioner of Bastar created a stir in the country when he forced several gentlemen of the Baladila factory to marry those unfortunate tribal girls who bore children to them and were denied any legal rights. In all these one has to shake off chicken heartedness. In Bihar Tribal areas the Bihar Scheduled Area Regulation has been passed in 1969 and for the last three years we have found no real friend of the tribals who could give some time to see that the regulation is

ruthlessly implemented and the alienated land is restored to the tribals. Ranchi District Tana Bhagats Rayats Land Restoration Act which was passed in 1947 has not been implemented fully with the result that not more than 25% of land of Tana Bhagats auctioned for not paying rents in the Non-cooperation movement of 1930-1932 have been restored to them inspite of the working of the Act for the last 25 years. Need of the hour is that the Tribal Areas administration be tagged up with Home Deptt. so that the Central Govt. also see and share the responsibility of not being able to do anything tangibly for the tribes. It has to be seen that flow of funds both structural and institutional is not choked.

Type of economic programmes for the tribal areas should also be rationalised. Whether these should be production oriented or consumption oriented, this has to be found out. Recently the National seminar on Rural Development for weaker section under Prof. Dantwala has suggested tentatively the following guide lines⁶:-

1. Industrial growth alone cannot provide sufficient opportunities for additional employment for

6. Tushar Bhatt in the Economic Times, Bombay, 7th October on Seminar on Rural Poverty, Ahmedabad, dated 2nd/3rd Oct., 1972.

the poor. Employment oriented schemes, both on and off must be devised. There is a need to rework certain exercises, such as input output analysis for employment generating strategies.

2. There is a tremendous need to make the backward sections of the society aware of their problems. They must be militant rural proletariat and encouraged to defend their rights. To this end an improvement in their collective bargaining position is considered necessary.

3. The poor do not constitute homogenous group and therefore, the problem of their identification becomes difficult. There is a need for programmes which will consider simultaneously economic and social uplift of these sections.

4. An area based planning approach is considered desirable. There should be team of technically competent people who would assist in the formulation of projects at the district level and below and thereby help promote decentralised planning at the state level.

5. The question of suitable agency/organisations for the rural development programmes at the district level is to be considered. It must work in close harmony with the existing administrative pattern. Their goals must be oriented specifically to help the rurally backward sections.

6. The resources of the poorer sections is quite anamolous. Their land base is small, their resource to tractive power is limited and their command of irrigation is entirely inadequate for their needs. Some way of giving priority to the weaker sections in future utilization patterns of ground water resources, which are truly national resources must be found out.

We can agree with these tentative conclusions, but these would fall short, if we have no separate implementing machinery with new zeal and dedication which is presently the need of the hour in the tribal areas for amelioration of the weaker section of our community.